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POSTAL SALARIES

HEARINGS

58 ✓

BEFORE THE

JOINT COMMISSION ON POSTAL SALARIES

CONGRESS OF THE UNITED STATES

SIXTY-SIXTH CONGRESS.

FIRST SESSION

FOR

GENERAL EMPLOYEES OF THE POSTAL SERVICE

HELD AT

WASHINGTON, D. C.

—
OCTOBER 9 AND 10, 1919
—

Volume 1

Part 6



JOINT COMMISSION ON POSTAL SALARIES.

JOHN H. BANKHEAD, Alabama, *Chairman.*

JOHN A. MOON, Tennessee, *Vice Chairman.*

KENNETH McKELLAR, Tennessee.

EDWARD J. GAY, Louisiana.

THOMAS STERLING, South Dakota.

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THOMAS M. BELL, Georgia.

A. B. ROUSE, Kentucky.

HALVOR STEENERSON, Minnesota.

MARTIN B. MADDEN, Illinois.

CECIL A. BEASLEY, *Secretary.*

ISHAM P. BYROM, *Assistant Secretary.*

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POSTAL SALARIES.

THURSDAY, OCTOBER 9, 1919.

JOINT COMMISSION ON POSTAL SALARIES,
Washington, D. C.

The commission met at 10.40 o'clock a. m., Hon. John H. Bankhead (chairman) presiding.

Present: Senators Bankhead, McKellar, Gay, Sterling, Moses; Representatives Moon, Rouse, and Steenerson.

The CHAIRMAN. Gentlemen, as you all know, this meeting is for the purpose of presenting to the Joint Commission on Postal Salaries, appointed for the purpose of investigating the matter, the claims of the post-office employees with regard to salaries. This commission has been laboring under difficulties, and we have not been able, perhaps, to devote as much time to this work as, I am sure, the commission would like to, on account of conditions in Washington. The members of the Senate have been unable to get away, and therefore we had to postpone some of our meetings scheduled to take place before this hearing.

Of course, this commission, like every other body of busy men, will have to insist upon a limit of time, which we hope will be sufficient to allow the different groups that will appear here to present their case. I believe, on this program made out by the secretary, that the carriers will be heard first, and Mr. R. F. Quinn, of Philadelphia, seems to be the first speaker. We will hear from Mr. Quinn on behalf of the carriers.

CITY LETTER CARRIERS.

STATEMENT OF MR. RICHARD F. QUINN, PHILADELPHIA, PA.

MR. QUINN. Honorable commission, the committee representing Pennsylvania have presented the facts in the form of a brief. That brief starts in with the time a letter carrier enters the service. He takes a physical examination, after which he is required to take the civil-service examination. Then he is placed on the register for appointment, and the brief follows him through the various stages. A substitute now gets 40 cents an hour.

We are representing here 225 individuals, representing 48 cities of Pennsylvania. We have a statement here showing the cost of eight different items, and the cost of living is presented in the brief.

Then the brief deals with the regular man—after becoming a regular, and various facts are brought out in the statement, showing how he has to meet a deficiency that will run from \$300 to \$500. Other facts and features of the regular carrier are fully described in the brief. The nature of the work that is not very often thought about by the average citizen is dealt with. A letter carrier in the performance of his duties requires the closest thought, the quickest thought,

the quickest speed, and the quickest activity, particularly in preparing his mail. He must get his mail ready for the first trip in the morning with the highest speed. He starts out then with a heavy load, and schedules are made up both for the time of leaving the office and the time of returning to the office, and these schedules are very exacting and irksome. I do not propose, gentlemen, to dwell on these facts, as there are other localities represented here which will bring out the different conditions in those different localities.

I desire, however, to lay before the honorable commission a brief statement as to the conditions in the service as reviewed by practical men who have been in the service for over a quarter of a century and while it is not reflecting at all upon the department those conditions are there and it is well for us to review it in presenting our statements.

They are taking men off the street and the efficient, trained letter carrier can realize at once the differences and difficulties in the service of the mail, because these men taken right off the street and put into the service—it may sound humorous, but it is a fact—don't know how to pick up a letter, that is, in the letter carrier's way, because there is in that work an exactness necessary in order to handle your mail quicker and expeditiously, and it requires a particular way, a particular system of handling the mails.

I desire, on behalf of the letter carriers of Pennsylvania—in fact of the entire country—to take this advantage of presenting before your honorable body these facts. I feel that it will do us a great deal of good; it will bring us closer together and make for a better understanding between Congress and the employees, and that is a valuable fact, in my estimation. Gentlemen, I thank you.

(Mr. Quinn submitted the following statement:)

STATEMENT SUBMITTED BY MR. QUINN FOR THE LETTER CARRIERS OF PENNSYLVANIA.

REQUIREMENTS FOR ENTERING THE POSTAL SERVICE AS A LETTER CARRIER.

First. Passing a physical examination, a civil-service examination; applicants are required to take an open competitive examination from which the eligible register for appointments is made up according to percentages. Appointments are made in rotation to the position of substitutes. Substitutes are paid at the rate of 40 cents an hour for actual time they are employed. Substitutes serve for an indefinite period of time, during which their earnings are meager and uncertain. The approximate time served by substitutes in Pennsylvania is about three years and six months. Average earnings, \$35.50 per month. When appointed to regular positions they are required to start at the lowest rate of salary. Letter carriers work an average of 10 years before they reach the highest grade.

We are reporting from 225 individuals representing 48 cities.

Estimate average living cost annually of a regular letter carrier.

Clothing	\$2
Fuel	1
Rent	2
Wear and tear on household effects	1
Table	8
Insurance	1
Organization	1
Other necessary expenses	1

We will not take your time to go into the matter of high cost of living, as that has been well established, only to refer, first to the case of the substitute, where the average salary is about \$35.50 per month. Not only the living makes it arduous, but also the work, being a cat-a-ch-as-catch-can position, diversified from day to day in serving different routes, causing an exceptionally trying strain on the mentality.

The regular man, having passed through the foregoing substitute service, with all its vicissitudes, we will now embrace his position as a regular.

We have established an average rate for living cost. This is established as what may be termed a minimum, as conditions and circumstances to some of the individuals raise the living cost to a higher basis, running up to over \$2,000.

Clear and strong statements coming from different carrier regarding this matter and how they have been able and compelled to meet the situation, are as follows:

Endeavoring to work at some other kind of work.

Their wives working.

Their children being turned out to work.

By borrowing money.

By going into debt.

This statement speaks for itself, without further dwelling on the material points.

A few more facts regarding the life and position of a letter carrier. He has to rise earlier in the morning than the average citizen. His family are disturbed by this at an early hour, preparing his morning meal for him. Reaching the post-office at an early hour and every morning in the year he is exacted to be there on the moment as scheduled. Starting in his work with the highest speed possible as the time limit is required, whether the mail is light or heavy, for him to leave promptly. He is then required to speed up again to reach the office after delivery on the scheduled time.

We learn that the skilled and unskilled individual is receiving a greater compensation than is the letter carrier, and sometimes with less effort and less inconvenience.

RICHARD F. QUINN, *Philadelphia, Pa.,*

JOHN J. SCULLY, *Pittsburgh, Pa.,*

THOS. J. CARPENTER, *Harrisburg, Pa.,*

ROBERT H. BRIDGES, *Johnstown, Pa.,*

Committee.

The CHAIRMAN. There are about 15 names on the program, and it appears there is some agreement among you that you would occupy about five minutes each. I presume that most of you have prepared a statement which you can file with the secretary, in addition to the remarks which you care to make. I make this suggestion because you can see how important it is that you do not go very far afield as to time, because there are others to follow. The next speaker will be Mr. J. J. Scully, of Pittsburgh.

STATEMENT OF MR. J. J. SCULLY, PITTSBURGH, PA.

Mr. SCULLY. Mr. Chairman and gentlemen: I do not want to dwell upon the high cost of living and the conditions existing at the present time here. You all know that. We feel that in Pittsburgh the cost of living is as high as it is any place in the country. We believe that under the conditions a permanent salary should be established with three grades, namely: \$1,800, \$2,100, and \$2,400. We figure that injustice has been done us, especially the substitutes, in having them sub for a period of three to five years and not receive any credit for that time. We believe, in order to overcome that, that the substitutes should receive 80 cents an hour, and not be required to serve any more apprenticeship than one year. We be-

lieve that after one year they should become regulars in second grade. We also believe that the old men in the service should be taken care of, which I hope will be done by this session of Congress.

I will say in relation to the speed-up system, that the outside public have no idea of what the duties of a letter carrier consist of. A great many think he simply has to carry a heavy load or something of that character, but I want to tell you from my own personal experience in the business district of Pittsburgh that every morning, without having the time to look at the route book, I have to mark at least 400 pieces of mail to different routes, stations, boxes etc. Gentlemen, I thank you.

Mr. ROUSE. How many carriers have you in the Pittsburgh office?

Mr. SCULLY. Five hundred and fourteen, I think.

Mr. ROUSE. How many substitutes?

Mr. SCULLY. I believe they are very short of substitutes.

Mr. ROUSE. About how many?

Mr. SCULLY. Well, they haven't any that I know of. They have only men temporarily that they bring in.

Mr. ROUSE. Recall back three or four years, how many did you have on the list at that time?

Mr. SCULLY. It used to run in the neighborhood of a hundred substitutes.

Mr. ROUSE. Under your recommendation, you suggest that a substitute, after a year's service, be made a regular.

Mr. SCULLY. That's right.

Mr. ROUSE. Suppose you had 200 substitutes, how would you work it?

Mr. SCULLY. If I had my way, I would do away with this speed-up system, and not have the men break down from nervous strain the way they are doing. In vacation period they double up; put more territory on the older men. Instead of an older man being rewarded for his faithfulness to the service, it seems he is penalized. The older he gets in the service, it seems he is demoted. The custom is to demote him on account of loss of efficiency.

Mr. ROUSE. I just wanted to get your idea as to what you would do with these substitutes.

Mr. SCULLY. That's what I would do. Put them in the regular service after a year. When a man serves the regular time, he gets the position. As it is a substitute goes on call and can be on call for 24 hours and not get any credit for it.

Mr. ROUSE. Here is the situation; if you have 500 carriers and over 200 substitutes, and, after a year's time, you propose to make these 200 substitutes into regulars, what would you do with the 700 men you would then have?

Mr. SCULLY. You wouldn't have that many substitutes.

Senator STERLING. When you speak about a substitute being on call for 24 hours, what do you mean? That he has received notice and is subject to being put on duty for that 24 hours, or is he on actual work?

Mr. SCULLY. A man who is on call would go there in the morning and maybe there would be no work for him. He will stay around there, and will have to be there at noon. He would be on call any

time, at their disposition, and then they would send him, perhaps, to a station 5 or 6 miles off, and he don't receive any credit for the time he is traveling to that station.

The CHAIRMAN. What does he receive for the time he is on call?

Mr. SCULLY. Nothing.

The CHAIRMAN. He is on call and reports to the office?

Mr. SCULLY. He is supposed to report at 6 o'clock in the morning.

The CHAIRMAN. He reports at 6 o'clock in the morning and remains until 12, or 10, we will say——

Mr. SCULLY. He has to be around the neighborhood.

The CHAIRMAN. He has to be around there where they can reach him if they want him; and if they don't want him, he spends that time, say, from 6 to 12, and don't get any compensation?

Mr. SCULLY. That's the idea.

Senator STERLING. Must a substitute report every day?

Mr. SCULLY. Yes, sir. He is supposed to report every morning.

Senator GAY. Does a substitute get work every day, or are there days when he don't get any work at all?

Mr. SCULLY. They use to average about \$30 a month.

Senator GAY. Then there are days that go by that he is not called at all?

Mr. SCULLY. Yes, sir.

Senator MOSES. Or it might be that he would work only an hour or two a day?

Mr. SCULLY. Yes, sir.

The CHAIRMAN. He is paid by the hour?

Mr. SCULLY. Yes, sir; 40 cents an hour.

The CHAIRMAN. I think we understand that. Now, then, the next gentleman is Mr. Halberstadt.

STATEMENT OF MR. CHRIS. J. HALBERSTADT, PHILADELPHIA, PA.

Mr. HALBERSTADT. Mr. Chairman and gentlemen of the commission: Of course, quite a number of the questions I would like to dwell upon have already been taken up by the previous speakers. In representing the Philadelphia letter carriers, it is our intention to be as brief as we can.

There is one proposition I would like to call attention to, and that is that of the letter carriers being burdened with parcel post. The letter carrier in Philadelphia is obliged to take out all parcel post under four pounds. While one package of 4 pounds isn't much, still it is a fact that in the city of Philadelphia a carrier will carry 20 and 25 pounds and sometimes more, until they can hardly move the load. We feel that this is not a good condition for the carriers and is not good for the service. A man burdened with weight like that can not proceed with the speed necessary to give good, efficient service in the city.

Mr. MOON. What do you think of changing from mounted carriers to bicycles; would that be a means of saving expense?

Mr. HALBERSTADT. A mounted carrier in Philadelphia, at the present time, is obliged to take out all of the parcel post, and sometimes the work would be more than could be handled on a bicycle.

Mr. MOON. Do you think anything could be saved in changing from a horse to a bicycle, or some other means of carrying it?

Mr. HALBERSTADT. A bicycle wouldn't fit the situation at all.

The CHAIRMAN. How about those fellows that have a car on the side: what do you call them?

Mr. HALBERSTADT. Motor cycle? Those social affairs?

The CHAIRMAN. How would they do?

Mr. HALBERSTADT. I don't think they are large enough. They wouldn't do in Philadelphia.

The CHAIRMAN. They could carry as much as a man could carry on horseback, couldn't they?

Mr. HALBERSTADT. Oh, yes; but our mounted carriers are not on horseback. They call them mounted carriers, but they have a carriage, a little carriage or road cart.

The CHAIRMAN. Oh, well; if they have some sort of vehicle, that's different.

Mr. HALBERSTADT. Yes, they have a vehicle.

(Mr. Halberstadt submitted the following paper prepared by himself, Amos J. Eggleton, and Benedict C. Snyder:)

STATEMENT SUBMITTED BY MR. HALBERSTADT, ET AL, ON BEHALF OF THE LETTER CARRIERS OF PHILADELPHIA.

In representing the Philadelphia letter carriers, it is our intention to be as brief and concise as possible; we will endeavor to explain what we believe is for the best interests of the Postal Service as well as justice for the letter carriers.

We will first call attention to the substitute who comes into the service under the impression received from the newspaper advertisements that he will receive a minimum wage of \$1,000 per annum at once, but promptly learns that he will receive 40 cents per hour while assigned to actual duty, and must be subject to call at all times, without compensation. And he further learns that this period of substitution will last from three to five years before the minimum salary of \$1,000 is reached, and a further five years before the maximum salary is reached.

These conditions do not attract good men to the service, and those who get in without learning the conditions soon leave it. In Philadelphia for the year ended June 30, 1919, 59 substitutes were appointed and 53 resigned. The result of these conditions is that the class of men coming into the service is not of the same standard as years ago.

We believe a one-year probationary period at 60 cents per hour to be sufficient. Substitutes should then be eligible for appointment to the regular grade, which we feel should be \$1,800 for the first year, \$2,100 for the second year and \$2,400 as the maximum.

We are submitting facts and figures showing what it has cost the average letter carrier during the past year. This was obtained by striking an average from the itemized statements of 200 letter carriers taken at random from all parts of the city. In these statements carriers emphasize the extreme economy and self-denial that was necessary to keep within these figures, and right here we desire to call attention to the conspicuous fact that trolley conductors and motormen in Philadelphia received 23 cents per hour in 1910 and are now receiving 51 cents per hour.

We also desire to call attention to the mounted carriers who are allowed \$500 for horse hire, this sum being entirely inadequate to pay for the maintenance of the horse. No liveryman in the city will contract to furnish an outfit for less than \$1,000 per annum.

We are submitting statement of the average cost of maintenance where carrier takes care of his own outfit, and this does not allow for cost and upkeep, nor for service rendered, and we believe the mounted men should be allowed not less than \$700 per annum:

Caring for one horse and outfit.

	Per month.
Hay-----	\$6. 00
Straw-----	1. 50
Grain-----	20. 00
Blacksmithing and repairs-----	10. 00
Rent-----	7. 00
Veterinary and livery-----	3. 00
	<hr/> 47. 50

12 months, \$570.

In relation to the chauffeur carriers, we believe on account of the extra hazard of their position, they should be allowed an additional \$300 over the maximum salary allowed for carriers, and further they should be relieved of all responsibility in case of accident where it can not be clearly proven that there was contributory negligence.

We herewith submit for your consideration the average expenditures of a letter carrier in our city together with the necessities to which they were compelled to resort to maintain their families under existing conditions; and in all cases making sacrifices beyond what was healthful and therefore detracting from their efficiency in the postal service.

Average annual expense of Philadelphia letter carriers (average family of five).

Clothing-----	\$252
Fuel-----	109
Rent-----	300
Wear and tear of household necessities-----	114
Table-----	913
Insurance-----	78
Organization, church expenses, etc.-----	70
Doctor, medicine, car fare, and other expenses-----	100
	<hr/> 1, 936

We desire to call the attention of the commission to the following outstanding facts in relation to the carriers' endeavor to remain loyal to the Post Office Department, notwithstanding the opportunities that have been presented in other lines or occupations, and we might say 50 regular carriers have resigned since July 1, 1918.

Five per cent of the carriers of Philadelphia have withdrawn from their savings to the extent of about \$250, and the small percentage who have withdrawn their savings is due to the fact that most of the carriers have spent theirs in the three years previous to 1918, and this includes carriers who were purchasing their own homes on the installment plan and have been compelled to sacrifice them.

Forty-four per cent of the carriers have earned additional money doing other work outside the Postal Service. This in spite of the fact that it is contrary to the postal rules and regulations, and further it is detrimental to their health as well as detracting from their efficiency.

Thirty-four per cent of the carriers were compelled to have their wives earn additional money to help maintain their families, to the extent of an average of \$190 per year. This is not to the best interest of the home life nor the proper rearing of children.

Twenty-six per cent of the carriers have borrowed money to the extent of an average of \$225. This is one of the most serious conditions. No corporation or individual would tolerate their employees holding a position of trust and borrowing money to maintain their families, as this must, of necessity, lead to a very trying condition in the year to come when they not only have to maintain their family, but pay up their debts.

Thirty-two per cent of the carriers have taken their children from school to earn money to assist in maintaining the family, to the extent of an average of \$540 per year. This is one of the saddest features of the salary condition, and one of the most conspicuous points is the fact that no children of letter carriers have graduated from the high school in the past year. This, not because of the fact that the children of carriers are of inferior intelligence, but

on account of necessity of earning money to help their parents maintain their families, thereby depriving them of the right and privilege that is the duty of every American citizen to give to his children—a good education.

In the consideration of the question of salary for postal employees, we do not believe that the question of receipts and disbursements of the post office should be a deciding factor, believing that the postal employees should be worthy of their hire and should be paid for the work performed.

The postal expenses of the whole Government are a considerable item charged to the Post Office Department, and the question of postage on first and second class matter are ones that should have no bearing on the salary question.

If it is to the best interest of all the people to have a one, two, or three cent letter rate, this is a matter for Congress to decide and the whole people should bear the burden, and in the case of second-class matter, if it is to the best interest of the whole people for the enlightenment and education of the masses, then the whole people should bear this burden, and it should not be settled upon the shoulders of the postal employees to the extent of depriving them of the ordinary comforts of the American citizen and their children of a common-school education.

The CHAIRMAN. The next man on the program is Mr. W. C. Woods.

STATEMENT OF MR. W. C. WOODS, NEW CASTLE, PA.

Mr. Woods. Mr. Chairman and gentlemen of the commission: I am filing a brief, from which I will read.

I want to accompany this brief with three newspaper clippings—one signed by the postmaster, stating that substitutes are scarce, and another an advertisement for carpenters at \$1 an hour, and another with reference to the pay of the milkmen in Chicago.

In presenting this brief I will endeavor to confine myself to the more important points. First, the qualifications necessary to take a civil-service examination:

The applicants should be American citizens of good character and physical ability and have at least a good common school education. The applicants should take an open competitive examination, and an eligible register for appointments made up according to percentages, and appointments to the position of substitute be made in rotation and without favor to any one. Substitutes often have to remain on the list for years before receiving a regular appointment and therefore some provision should be made to pay them a regular stated salary in addition to what they can earn as a substitute.

Substitutes always have to find some other employment in order to live because what they receive from substituting would not pay their board, let alone buy any clothes. I will submit you an actual case from an office. The substitute is a barber by trade. He served two years before receiving a regular appointment. He was often called on to report in the afternoon for duty. He closed up his shop and doing so lost probably \$3 or \$4. He received 90 cents for his afternoon's work in the post office. How long do you think a sub could keep that up to-day? At the present the Post Office Department is having a hard time getting substitutes. Nobody wants the job at the price paid when he can earn from \$4 to \$10 per day at other work. The service is crippled to-day on this account. So if you wish to have the service kept up to standard, provide a salary that will make the position attractive.

During the last five years the cost of living has increased anywhere from 80 to 100 per cent. During that time the regular car-

riers have only received a temporary increase of 25 per cent since 1907. And right here let me say, I don't believe that there is a man in the service to-day, but what is not in debt as the result.

Mechanics and laborers are better paid to-day than trained employees in the Postal Service. Here are a few of them:

Carpenters, 85 cents per hour, at eight hours a day.

Painters, 81 cents per hour, at eight hours a day.

Plasterers, \$1 per hour, at eight hours a day.

Bricklayers, \$1 per hour, at eight hours a day.

Hod carriers, 75 cents per hour, at eight hours a day.

Plumbers, 90 cents per hour, at eight hours a day.

Sheet metal workers, 75 cents per hour, at eight hours a day.

Tire builders, 45 cents per hour to start and in two weeks' time are earning from \$6 to \$10 per eight hours.

Electricians, 87½ cents per hour, at eight hours a day.

Laborers in tin mills receive 49 cents per hour.

Tin workers received anywhere from \$6 to \$30 and \$40 per eight hours.

Boys, 18 years old earn \$4 and \$5 per 8 hours.

Policemen in tin mills receive \$166 per month.

Compare these wages with what we receive.

Now, you can see why the present salary schedule is too unattractive to hold efficient employees or to recruit new ones. Again we pay for the bare necessities of life out of our present salary and we are lucky if we are not in debt.

Where our monthly salary goes: Rent, \$30; groceries, \$45 to \$55; light bills, \$3 to \$4.50; water bills, \$1.50 to \$4; gas bills or coal, \$2 to \$4; insurance, \$5 to \$10; clothes, \$10 to \$50; shoes, \$6 to \$10; telephone, \$2; and you are lucky if you don't have a doctor's bill. What have you left for pleasure or to save for future years?

In view of the facts, it is suggested that the commission give earnest and serious consideration to the enactment of a reclassification law for letter carriers as follows: First grade, \$1,800; second grade, \$2,100; third grade, \$2,400; and that all promotions be made following the expiration of one year's service in the next lower grade. That substitute service be limited to a period not to exceed one year; that substitutes be paid at the rate of 80 cents per hour, and that substitutes be guaranteed earnings of not less than \$100 per month, and that the time served as substitute shall be reckoned as a factor when appointed to regular position.

(The newspaper clippings referred to are as follows:)

NO SUBSTITUTE CARRIERS IN CITY.

Examinations are being held to-day at the local post office for the positions of clerk and carrier. The number taking the examinations, however, is much smaller than usual.

Because of the small salary which is paid starting in for clerks and carriers in the post office, the number of persons taking the examinations for these positions is growing smaller with each examination date, and difficulty is being experienced in many cities in securing men for these positions.

"There is not a substitute available to-day," Postmaster Henry M. Good stated, "and we would be hard pressed, in case one of the regular carriers was taken sick, to get the mail delivered."

CARPENTERS SCARCE AT DOLLAR AN HOUR—CONTRACTOR ALBERT DAHL HAS TROUBLE IN GETTING HANDS TO PUT UP FORMS.

Albert Dahl, who has the contract for concreting the Ellwood-Wampum road, is experiencing trouble in getting carpenters to put up concrete forms according to County Commissioner R. M. Leslie, who visited the scene of operations yesterday. Dahl is offering \$1 an hour for rough carpenters, but it seems that even that price fails to bring the workmen.

Work of grading the road is progressing rapidly. Dahl has one steam shovel at work, and will put on another next week.

CHICAGO MILKMEN GET \$56 A WEEK AND UP; SOME RECEIVING \$80.

CHICAGO, October 7.

No need to speculate longer upon the widely discussed wage of the lordly milkman in Chicago. He receives \$56 a week.

Federal Judge Alschuler, acting as arbiter in the stockyards wage controversy, got the facts to-day when G. R. Fitchie, president of the Milk Wagon Drivers' Association, took the stand to testify in the labor hearing.

"Drivers in the city are working on an average wage now of \$35 a week," he declared, "and commissions bring the wage up to about \$56. Of course the men who drive the automobile trucks which deliver the large consignments to hotels, restaurants, manufacturers, and the like, can make more. Some of them make as high as \$80 a week."

STATEMENT OF MR. WILLIAM UTZ, WILLIAMSPORT, PA.

Mr. Utz. Mr. Chairman and honorable commission, we are not here asking for a salary increase as it is popularly understood; we are asking for salary restoration. In 1907 you considered \$1,200 a just and equitable wage and all we ask is to restore to the dollar the purchasing power it had in 1907.

The letter carriers of Williamsport have been loyal, and they are determined to stick to the ship, in the firm belief that Congress must quickly see the justice of their claims. The wages paid in the outside world are away above the wages paid to us. You, no doubt already have lots of figures and there is no use giving them again to you, but there is an ad running every day in our daily papers for construction work in the southern part of our city, advertising for laborers, and offering 65 to 75 cents an hour, with few takers.

We had to start in 1916 to cut out all amusements, and I guarantee that all of the fellows who have two to four children in their families have not spent \$10 for amusement in that time. As for vacations, in the last three years the majority of the fellows in the city of Williamsport have worked during their vacations. Three years ago I was compelled to work during my vacation. I was then drawing, as a letter carrier, 41 cents an hour. I obtained a position driving a truck, hauling lumber, and at the end of my time I received 50 cents an hour for a 10-hour day, as compared with the 41 cents for an 8-hour day that I received in the Postal Service. That gives you an idea of the conditions 3 years ago.

We are compelled to cut out most all reading matter. As you all know, a certain amount of the best reading matter is absolutely necessary to the well-being of a family. The average letter carrier and his family gets little reading matter at all except, possibly, the Ladies Home Journal, which is made to do for the whole family.

They are compelled to cut out metropolitan newspapers, because of the cost, and many of them are not able to pay the \$6 a year necessary for the local daily newspapers.

As our clothing wears out we are not able to replace it. It is not a case of having two or three sets of clothing for the children, but a question of having one good set. My children go to school with patched clothing and, unfortunately, they go in a section where the majority of the people have been getting high wages in their work, some of them have gone away and done war work for the Government and now they are coming back and buying automobiles; they have been getting from \$8 to \$14 a day in the shipyards and their children ridicule my children because they do not dress better: they are facing ridicule all the time owing to the fact that they are insufficiently clothed. We are not asking for expensive clothing; we are just asking for money to buy sufficient decent clothes so that the children will be presentable when they go to school.

As for myself, I have not been able to get a suit of clothes for five years, and my wife is compelled to have her clothes remade and relied until there is hardly anything left of them. That is the actual condition that exists among the fellows in my town.

After facing all these privations, we were still unable to meet our obligations. I made a canvass among the fellows who have families of from four to seven, and they told me that they didn't have meat more than three times a week and then only in a limited amount. It is necessary to buy food which affords the biggest bulk for the money regardless of nutriment. You all know the effect of undernourishment and lack of a properly balanced diet upon a family. You know that medical researches, in centers of population, have proven that most ailments of childhood are due to malnutrition. They will tell you that most of the children who are mentally or physically weak are afflicted because of undernourishment resulting in malnutrition.

Again, it was a case of borrowing money. The fellows borrowed all the money they could. I know eight fellows in our office who borrowed on their life insurance, mortgaging it to the hilt, which means, if they die, their families would have no protection whatsoever. I was a collector for a sick and accident company, and many of the fellows have been forced to drop that.

As to the tradesmen, it isn't a question of which one you are going to pay: it is a question of to which one you are going to give two or three dollars in order to stave him off until the next time. It is humiliating to have to do that, and even after doing that we found that the majority of the fellows were still up against it, and had to obtain extra employment on the outside. Some of the fellows worked in the rubber shops during the shortage of labor, some in the foundries, some in the street cars, and some of them did Y. M. C. A. work, as I am doing every night. They have worked from 5 until 11 every night for the last two years, going to work at 6 o'clock and working until 11, getting home about half past 11 and to bed about 12, again getting up the next morning only to have a repetition of the previous day.

You can readily see how that would undermine the life of the men and the effect it would have on his family life; it absolutely destroys

all family connections. In fact, gentlemen, my baby, 2 years old scarcely is acquainted with me. I am gone from home most of the time, and it is sleeping when I am there, and honestly, gentlemen when that baby was 8 months old, it was not acquainted with its father. Picture the effect that has upon the home life of a carrier the discipline of his children, having no time to talk with them or correct them. Picture the effect that is going to have upon their after life.

All of us, as I have said, worked during our vacations. Now then, some carriers' wives were also compelled to work; two of them worked in factories, and several of them sewed. A few of them did washing for others, and some of them were compelled to take in boarders, thus sacrificing entirely the sanctity of home life.

The CHAIRMAN. Your statements are very interesting, but I must warn you that your time is short.

Mr. Utz. A particular point I wish to bring out is the lack of medical attention. We all know that dental and medical attention are all important to child life, and we have been unable to give our children the dental and medical attention they need. My children and several of my fellow carriers' children have adenoids and tonsils that should have been removed, and we are unable to get that done. Their teeth are greatly in need of attention, as they now are reaching the vital period of life, when all surplus energy is needed.

I want to impress upon the commission that we stuck to the ship during the war, because we believed that an efficient postal service was necessary and would help to carry on the business of the war. We felt that we would be deserting the fellows in the trenches if we did not stick and back them up. It was very hard for us, earning the minimum salary, and seeing others making the large wages; but we felt, as we do now, that your commission would see that we were taken care of properly.

Now, a word for the substitutes; we have five substitutes in our city. They have been subbing for a period of three to five years. The condition of these fellows is deplorable. They averaged about \$60 a month during the last year and four of them are married. They have been compelled to try and keep their families on that \$60 a month, being subject to call during the period from 6 o'clock in the morning until 4 in the evening; they have now reached the stage where they must either resign or have some relief.

We must also replace our house furnishings. Many of the floors are bare, the rugs having long ago worn through, a fact that I know from my collecting visits, and we certainly hope that this commission will see fit to grant us a salary thoroughly adequate to purchase as much as it did in 1907; and I hold that it should be \$1,800, \$2,100, and \$2,400, and that the substitutes should receive a fixed salary after one year of substitution and put on as a regular carrier but not allotted to a regular route. I thank you.

The CHAIRMAN. How long have you been a carrier?

Mr. Utz. I have been a carrier in the city of Williamsport for eight years.

The CHAIRMAN. What is your salary now; your yearly compensation?

Mr. Utz. \$1,500, including bonus.

Senator BANKHEAD. What do you think fair compensation would be under the conditions that prevail? What do you think you ought to be allowed?

Mr. Utz. Under the present prevailing conditions and the prevailing prices, I think a fair compensation to meet the American standard of living for a family of my size would be about \$2,300 or \$2,400.

The CHAIRMAN. That is an increase of \$800 or \$900 a year?

Mr. Utz. It is.

The CHAIRMAN. That's all; that is what I wanted to get your idea on.

(Mr. Utz submitted the following brief:)

The letter carriers of the city of Williamsport, Pa., herewith beg to submit facts and figures for the information and consideration of your honorable commission in connection with the reclassification and readjustment of salaries in the Postal Service.

The public demands an efficient Postal Service, as the Postal Service, above all other Government institutions, directly affects the welfare, comfort, and progress of every citizen of the United States. We can not have efficiency with an underpaid, overworked, and dissatisfied force of employees.

The efficiency of the service has been impaired by the resignations of a large percentage of letter carriers. To fill these vacancies the department has been compelled to lower the requirements, and in many cases entirely eliminate the examinations, with the result that inefficient men have been added to the service.

In order to maintain an efficient carrier force it will be necessary to increase the compensation of said force, making it equal to or above that paid workers in the industrial and commercial world.

Before the emergency, applicants for the position of letter carrier were compelled to pass difficult competitive examinations. They also were required to produce a physician's certificate showing them to be in excellent physical condition. They must be men of high moral character and temperament.

They are required to be courteous and polite in all business transactions, regardless of existing circumstances. Personal injury is a constant menace due to heavy loads carried on crowded thoroughfares. They are exposed to all climatic conditions, which lowers the power of resistance, and often they are required to work all day in wet clothes which makes them susceptible to diseases resultant from such exposure. They must memorize all removals and additions to their route and keep a directory of the same.

We are compelled to deny ourselves and families all except the bare necessities of life. The family has been denied the proper nourishment and well balanced diet that is necessary to preserve health. They also have been denied the proper medical and dental work that should have been done to keep them mentally and physically fit. We cite, as proof of the foregoing, the statement of United States medical examiners who say that the surprisingly low percentage of men physically fit for service in the Army was due principally to malnutrition, defective teeth, defective vision, adenoids, and diseased tonsils.

We have been unable to clothe our children properly, thus subjecting them to the ridicule of their schoolmates. We have not been able to make any replacements in the house or any repairs on our property in the last three years, and have been compelled to borrow money or undermine our health and efficiency by seeking extra employment during the night.

Many carriers have been forced to remove their children from school, or as an alternate, make them work after school thus lessening their efficiency as students. Our wives were compelled to be seamstresses and laundresses in addition to doing their household work, because of insufficient funds to hire such things done.

We are now against the peculiar situation of having to make replacements in our homes and clothing that we were unable to make and are still unable to make under existing circumstances.

We were loyal and self-sacrificing during the war, buying Government bonds, with borrowed money, cheerfully selling War Savings Stamps, Liberty bonds, and aiding the Red Cross and other like causes. While we had a steady in-

crease in the amount of mail handled we had no increase to the carrier for. At the same time all other lines of occupation, including the railroad employees temporarily under Government control, had their salaries readjusted several times to meet the increased cost of living.

We received no increase between the years 1907 and 1918, with the exception of the automatic increase, and since then only 24 per cent. Industrial and commercial workers in the city of Williamsport, Pa., have received an average increase of 76 per cent. The cost of living has advanced 140 per cent and the living expenses for a family of four in our city is \$2,265 a year.

In accordance with the above facts, we request a reclassification of salaries for letter carriers covering three grades, namely, \$1,800, \$2,100, and \$2,400 a year, promotions to be made annually after one year of satisfactory service.

That substitute service be limited to a period not to exceed one year; that substitutes be paid at the rate of 80 cents an hour; that substitutes be guaranteed earnings of not less than \$100 per month; and that the time served as substitute shall be reckoned as a factor in regulating the initial salary when appointed regular.

In proof of the foregoing, we cite the fact that after three years of apprenticeship in most occupations in civil life the man becomes a journeyman with full salary in his craft. Under present conditions it requires 10 years for the average letter carrier to attain the maximum salary, during which time the average yearly wage is \$924.

STATEMENT OF MR. BENJ. F. METZ, PITTSBURGH, PA.

Mr. METZ. Mr. Chairman and gentlemen of the commission, when I was advised I was to appear before your honorable commission to urge an increase in the salaries of all postal employees I wanted to be convinced beyond all doubt that our claim for an increase in salary was meritorious. I therefore made a thorough investigation and obtained many convincing facts, which I will submit to you in brief form. I base these facts on data I received from 53 towns in western Pennsylvania. I found the substitute received an average of \$30.32 a month while employed as a substitute; I found the postal employee who had been in the service longer than five years had received an average of \$75 a month since he has been in the employ of the Government of the United States as a postal employee including substitute service.

I found that 11 of the most essential necessities that must be had by the average family cost the family of the postal employee \$1,593.96. These figures were derived from questionnaires submitted by 1,380 families.

Further figures from these questionnaires showed that these men were in debt to the total of \$346,755, and that 420 of the wives of these men had earned in the last fiscal year \$112,435. We find that 175 men report their saving of \$23,290. By adding the debt of 1,000 men and that earned by the wives of 420 of them, we get a total of \$459,190 above salaries paid by the Postal Service. Deducting the savings of the 175 men, which is \$23,930, we found that they expended \$435,260 during the fiscal year of 1918-19, which amount divided among 1,380 families, will give an expenditure for each family of \$315.40 that has not been paid or that their wives have earned, but that has been spent to maintain the family. By adding the actual expenditure of the 11 specified essentials to the amount of the average debt of each family, we get the total cost of maintenance of the average family for the fiscal year of 1918-19, or \$1,909.30, which figure does not mention the money employees have earned outside of working hours.

I tell you, gentlemen, the present conditions existing on account of the salary paid to postal employees is causing you thousands of resignations yearly. Pittsburgh is the biggest office in western Pennsylvania, and its records show at the end of 1918 1,040 resignations from the service, and for the first seven months of this year, even after the war is over, there are 997 separations from the service.

The CHAIRMAN. You mean that for the city of Pittsburgh alone?

Mr. METZ. Yes, sir. The Pittsburgh post-office pay roll numbers about 1,400 employees.

Senator MOSES. Out of a total force of 1,400 you have had all those separations from the service?

Mr. METZ. Yes, sir. In 19 months that would total 2,037 separations. There is a very sad feature, about the saddest feature I found in the investigation made, and that is: Out of the 1,380 families 210 children were withdrawn from school, their education stopped. They were denied the privilege of receiving an education to compete in future life with the children of the men engaged in industrial lines who receive a salary that permits their children to receive an education to take care of themselves in future life. That is not only a detriment to the children of the postal employees, but it has a reactionary effect upon the entire citizenship and future of the country.

The CHAIRMAN. Why were they deprived of school privileges? Because they couldn't clothe the children? They had the free schools, did they not?

Mr. METZ. These men had large families and they were not able to earn any more than was allowed by the Government. Their wives couldn't work, and as soon as the children reached the necessary age required by law they withdrew them from school, denying them the right and privilege of going to high school or finish grammar school and put them to work.

The CHAIRMAN. What do you mean by reaching the required age?

Mr. METZ. In Pennsylvania a child can not go to work until he is 14 years of age.

The CHAIRMAN. When he has reached that age, then, he is put to some gainful pursuit?

Mr. METZ. Yes, sir. That is what was done with these 210 children, so they could help feed and clothe the family, on account of low postal wages and high living costs.

The CHAIRMAN. To help support the family?

Mr. METZ. Yes, sir. I would also call attention to the rents. I might say that people are daily stopping the postmen on the street and offering them \$25 or \$50 reward if they get them a house. Many people live in furnished rooms, being unable to get a house; rents are sky high. In one particular case that I know of a man lived in the cellar of his house and rented the upstairs of the house out to make both ends meet. In many cases they live in an undesirable section. You know what it is to bring children up in an undesirable district, an ex-red-light district.

The CHAIRMAN. You don't have any red-light district in Pittsburgh now?

Mr. METZ. We have rough districts in Pittsburgh. An ex-red-light district has its name and for many years these districts hold the aftermath.

The CHAIRMAN. I thought you had broken them up and scattered them; that's what they have done in Washington.

Mr. METZ. One man testified that his family had lived in a tent the greater part of the winter. Gentlemen, I asked a friend of mine who is identified with a large Pittsburgh bank what he would do if he wanted a new employee, and he said the first thing he would do would be to seek a man of reference; he would want to know whether the man had the ability, whether he was made of the proper material to become an important part of the institution even though he was engaging him in a small position. Gentlemen, when we compare that with the present practice in the Postal Service you will find that they have reduced the standard of admission to the Postal Service, and to-day they are getting a class of men who cannot produce efficient service, and as a result of that every efficient man who has been in the service for any time must bear the burden. I have been in the service 12 years and know whereof I speak. We are not getting the standard type of men in the service to-day, and we are not getting men who in future years you can ask to manage the Post Office Department, men who will be the future supervising officials. You can not get these men when you take into consideration what the Government has to offer compared with the industrial world.

The CHAIRMAN. How long have you been in the service?

Mr. METZ. Twelve years.

The CHAIRMAN. What was your salary in 1914?

Mr. METZ. Last year?

The CHAIRMAN. No; in 1914? Before the war began.

Mr. METZ. Twelve hundred dollars.

The CHAIRMAN. How much is it now?

Mr. METZ. Fifteen hundred dollars at the present date.

The CHAIRMAN. When you were getting \$1,200 salary you purchased about twice what you can purchase now?

Mr. METZ. I wouldn't say twice as much, but almost that much.

The CHAIRMAN. Now, your idea, and the idea of the other gentlemen, is that the increase ought to be sufficient to equalize the purchasing power of the dollar between that time and this?

Mr. METZ. I consider also that we must look forward to laying something by for a rainy day—for sickness and death and old age.

The CHAIRMAN. I am not going into that; I am trying to get what you are trying to fix as a fair compensation for your service under the conditions that exist. That is what I think the commission would like to know.

Mr. METZ. In my position as a letter carrier I think \$1,800 minimum, a second grade with \$2,100, and a \$2,400 grade as a maximum is what we should have. I believe I have exceeded my time. I will submit a brief. I thank you.

(Mr. Metz filed the following brief:)

BRIEF SUBMITTED BY MR. METZ.

The United States Postal Employees' Association of Western Pennsylvania composed of supervisory officials, letter carriers, city post-office clerks, railway mail clerks, rural free-delivery carriers, and laborers, respectfully submit the following brief, which we believe will furnish your honorable commission with valuable information to assist you in making the proper recommendations to the Congress.

of the United States, with the purpose in view of placing the salaries of the postal employees on a par with those in the industrial world that are at the present time being paid 40 to 120 per cent higher rate and require in many cases less intelligence than that required of the postal employees by the Government, a list of which is herewith submitted:

Coal miners, carpenters, electricians, mill laborers, plumbers, street-car conductors, railroad car inspectors, Pullman conductors, railroad baggagemen, railway brakemen, painters, riveters, city firemen, hod carriers, bricklayers, shipping clerks, janitors, garbage-wagon drivers, ditch diggers, policemen, molders, paper hangers, machinists, puddler's helpers, wire pullers, blowers, flat-ironers, stonemasons, stonecutters, butchers, heaters, glass blowers, factory workers, tile layers, broom makers, chauffeurs, plasterers, structural ironworkers, bread-wagon drivers, milk-wagon drivers, laundry drivers, shearers, milk-keepers, street repairmen, glassworkers, spring makers, window cleaners, teamsters, truck drivers, shoe repairers, lathers, furniture packers, railroad clerks, ice handlers, steam fitters, mine workers, cigar workers, trunk makers, cable drivers, sawyers, stenographers, railroad-shop laborers, typists, tea and coffee wagon salesmen, pick-and-shovel men, saw-and-hatchet men, blacksmith's helpers, grocery clerks, insurance collectors, galvanizers, boiler inspectors, and painters.

Salaries of the above-named positions range from \$4.50 to \$20 per day.

No doubt your honorable commission has had a variety of reasons advanced by the whys and wherefores of the high cost of living, therefore we will not dwell upon that phase of the salary question other than to remind your honorable commission that the prices have been on a steady rise since the enactment of the salary law of 1907. A list of the following chief essential commodities and their comparative prices in 1907 and 1919, here submitted, will be sufficient to make the comparison on that phase of the increased cost of living:

	October, 1907.	October, 1919.
Butter-----pound--	\$0. 35	\$0. 66
Eggs-----dozen--	. 35	. 75
Cheese-----pound--	. 16	. 55
Flour-----49-pound sack--	1. 95	5. 00
Sugar-----pound--	. 06	. 11
Coffee-----do-----	. 20	. 60
Peas-----bushel--	1. 00	2. 40
Beans-----quart--	. 05	. 16
Wheat-----pound--	. 60	1. 80

We would further ask your honorable commission to carefully study the following information relative to the average substitute service of the various classes of post-office employees of the great industrial district of western Pennsylvania, and relative to the starvation wage that is paid them on an average while serving this apprenticeship, and subject to call for duty at all hours of the day and night, and also the average wage paid them since their connection with the Postal Service, proving conclusively that it is an impossibility to save a mere pittance from one's salary for sickness, death, old age, or any other emergency. This average is attained from 1,722 questionnaires of postal employees over five years in the service:

Railway mail clerks, average substitute service, 1 year 3 months.

City post-office clerks, average substitute service, 1 year 1 month.

City letter carriers, average substitute service, 2 years 9 months.

City clerks, average pay as substitute, \$32.76 per month.

City carriers, average pay as substitute, \$30.17 per month.

Railway mail clerks, average monthly salary since appointment, \$86.66 per month.

City post-office clerks, average monthly salary since appointment, \$75.46 per month.

City letter carriers, average monthly salary since appointment, \$76.50 per month.

That your honorable commission might realize what some of the expenditures necessary to be made from the pay envelope of a married postal employee are, we have prepared the following table that itemizes the expenditures of the average family of the 11 most essential necessities, which figures are

derived from 1,380 questionnaires submitted by postal employees who are supporting families:

Clothing -----	\$18
Doctor and medicine -----	8
Food -----	70
Insurance -----	7
Education of children -----	5
Light and heat -----	6
Car fare -----	4
Rent -----	30
Shoes -----	4
Recreation -----	3
Taxes -----	1
Total (annual average per family) -----	1,59

Further statistics from the 1,380 questionnaires of men supporting families show that 1,055 of these men are in debt \$346,755. Four hundred and two of these men declare their wives assisted them in the support of their families by earning \$112,435 in doing other than their household duties. One hundred and seventy-five men report their saving of \$23,930. By adding the debt of 1,055 men, and that amount earned by 420 of their wives, we get a total of \$459,190 above salaries paid by the Postal Service. Deducting the savings of the 175 men, which is \$23,930, we found that they expended \$435,260, which amount, divided among 1,380 families submitting questionnaires, "from which these figures are taken," we found each family expended \$315.40 that has not been paid or that their wives have earned. By adding the actual expenditure of \$1,593.96 on the 11 essentials to the average debt of each family of \$315.40 we get the total cost of maintenance of the average family for the fiscal year of 1918-19, or \$1,909.30. It might be well to call the attention of your honorable commission to the fact that this provides for no luxuries, for no article of furniture, charity, etc., which are properly due the families of men holding responsible Government positions and entitled to live on a par with those engaged in the industrial world.

We would further call your attention to the fact that the greatest hardship born out of low salaried employees is shown by the 1,380 families who have been forced them to withdraw 210 children from school, their education stopped for the purpose of assisting to maintain a family that the Government should assist rather than they. This not only has a direct effect on the child's future life but is injurious to the citizenship of this Nation.

There are many other convincing facts that might be enumerated for the information of your commission to convince them of the many sad features connected with poorly paid postal employees but this association does not believe it necessary to submit them at this time, however, it must be taken into consideration when Government employees are forced to send their wives to work to assist in maintaining the family and when these postal employees themselves do such things as working in chain mills, hauling coal, selling insurance, hanging paper, doing janitor work, cleaning windows, etc., after working hours that unbearable conditions must exist. It has come to our attention that postal employees have bought shoes for their children from the Salvation Army, have lived in the cellars of their homes in order to rent the upper part of their house for a few dollars, to live in a disreputable district and rear their children among undesirables, to drop insurance, and to live in a tent through extremely cold weather, and have done other things that this Government surely does not expect their employees to do to exist.

When we are brought to realize that the above enumerated conditions actually exist among employees in the postal service it is not hard to realize why there are thousands of resignations annually in this great industrial center of the United States. We say thousands annually because in the year of 1918 we found 1,040 resignations from the post office at Pittsburgh, alone, the largest office in western Pennsylvania. We further find that the same office shows 997 resignations for the first seven months of 1919 even though the war is over and base our proof that the present wage paid by the Government is insufficient at the present time by the fact that there are names on the eligible roster of that office and that 125 vacancies exist in the Pittsburgh post office at the present date.

We pray that your honorable commission will give this brief the most sincere consideration and to answer our prayer for a substantial increase to place us on a par with the industrial world and aid us to maintain a proper standing in our communities as employees of the Government of the United States. We assure you this is necessary to save this great governmental machine and maintain an efficient postal service.

For your further information we wish to inform you that the above information was obtained from 1,981 questionnaires from the following towns in western Pennsylvania:

Pittsburgh, McKeesport, Beaver Falls, Erie, Clarion, Turtle Creek, Monessen, Monongahela, Bradford, Munhall, Canonsburg, Swissvale, Bellevue, Rankin, Pottsville, Ridgway, New Brighton, Butler, Oil City, Somerset, New Kensington, Reynoldsville, East Pittsburgh, Jeannette, Allison Park, Crafton, Millvale, Wilmerding, Coraopolis, Springdale, Uniontown, Sewickley, Sharon, Kittanning, Indiana, Meadville, Blairsville, Sharpsburg, Monaca, Etna, Waynesburg, Vandergrift, Evans City, Brackenridge, Homestead, Carnegie, Stoystown, Clearfield, Ben Avon, Avalon, Emsworth, Aspinwall, and Wilkinsburg.

STATEMENT OF MR. WALTER L. WILLIS, WILMINGTON, DEL.

Mr. WILLIS. Mr. Chairman and gentlemen, I want to assert on the start that I do not think \$2,400 would be too much pay for a postman at this time. The reason I say that is because the prices we have to pay for food and wearing apparel have increased 100 per cent. In 1913 I could buy an all-wool garment of underwear for \$1.50. Now, the price of these articles to-day is listed at \$6. Take the Sears-Roebuck catalogue and an 80 per cent wool garment is listed at \$4.50; so that, I think, we are making no extravagant claims.

Senator MOSES. You mean you have to pay \$9 for that which you paid \$3 in 1913?

Mr. WILLIS. No; \$12 per suit. An all-wool garment in the Philadelphia stores to-day is listed at \$6. The Sears-Roebuck 80 per cent woolen garment is \$4.50. They are good, reliable distributors of general merchandise.

I want to say that I do not believe in any grading system. I think a man who is able to do his work efficiently after having served as a substitute should have full pay right at the start. Take my own case: When I became a regular carrier I had memorized 45 routes, and I consider that I was more efficient in every way than a regular carrier.

Senator MOSES. If you do that, then the substitute would be eligible for the second grade as soon as he had finished his apprenticeship?

Mr. WILLIS. Yes. Our claim is for a hundred dollars a month for the substitute. Substitutes in the street railway service—those who, in their vernacular, are "bucking the list" receive a guaranty of \$22.50 a week.

Senator MOSES. You mean you would have no promotions within the service?

Mr. WILLIS. No, sir; I would give him \$2,400 at the start. I think he is a more efficient carrier than he ever will be again. Suppose there is a name of an unknown party called out—we have a lot of misdirected mail that is traced by this method—and an experienced substitute will be more likely to know the correct address than the older regular carriers. The claim for a hundred dollars a month is not extravagant; the substitutes in the street railway service are guaranteed twenty-two fifty a week.

Senator MOSES. Of course, you have an abnormal situation in Wilmington.

Mr. WILLIS. That is true; but in rating the wages of the post employees the claim has always been made by the Postal Department that the carrier is paid about the same average wages as the craftsmen in other trades. In Wilmington we have morocco workers, mostly pieceworkers, some of them—stakers, glazers, and assorters—of no greater average intelligence than the postal men, who receive as high as a dollar and a quarter an hour. You have also heard of wages in the building trades, etc., and the high rates they are receiving, but there are stakers, glazers, and assorters in the leather industry receiving far greater pay, and the men who help the head tanner in the cellar receive about \$35 a week. The same rate has prevailed during this present war and carriers have received only a 25 per cent bonus during the same period.

Senator MOSES. Haven't the wages of these men in the tanning industry been increased?

Mr. WILLIS. Oh, yes; they have been doubled, and prices I realize have kept two or three jumps ahead of wage increases, but at the same time——

Senator MOSES (interposing). You say their wages are relatively higher than they were before the war?

Mr. WILLIS. No; not as a whole. I can take the Du Pont Co. and the American Hard Fibre Co. Those corporations pay their clerical help on an average of \$125 a month. They established a mailing division in the Du Pont office building where they formerly had office boys serve the mail, but they took a man out of the post office at Wilmington, Del., to establish an efficient system, and we have had men resign from their places in the Post Office Department to take positions with them. We had a man named Charlie Houck who resigned and is getting \$1,600 a year; another clerk is getting \$1,200 for the very same grade of work they performed in the post office. And the Du Pont people aren't more liberal than any other corporation. They don't pay any more than they have to. Here is a clipping I want to read:

DU PONT'S BOOST WAGES—AVERAGE INCREASE FOR SALARIED EMPLOYEES OF 15 PER CENT EFFECTIVE OCTOBER 1.

E. I. du Pont de Nemours & Co. will next month increase the payments to all salaried employees who are now receiving cash bonus and who were on the company's rolls prior to July 1, 1919. The present base salary rate and cash bonus paid to such employees will be combined and will form a new base or regular salary. A new temporary cash bonus, to be known as "extra salary" will be put into effect and will consist of 20 per cent on the first hundred dollars, 10 per cent on the second hundred dollars, 10 per cent on the third hundred dollars, and 5 per cent on the fourth hundred dollars on all salaries where the cash bonus now applies.

The average increase amounts to about 15 per cent. The increase is largest among lowest salaried employees and gradually diminishes as the salary increases.

The increases arranged for are given to meet the increased cost of living.

Mr. STEENERSON. You claim that this is in the nature of skilled labor?

Mr. WILLIS. Oh, yes. It puts a man's memorizing faculties to a cruel test at times.

Mr. STEENERSON. How long does it take before a man can become efficient?

Mr. WILLIS. Oh, a year's time. I should say that the average man can do it in a year.

Mr. STEENERSON. You think a year is sufficient?

Mr. WILLIS. Yes; I think a year is long enough.

Mr. STEENERSON. How long an apprenticeship does it require in these lines of skilled labor in the factories?

Mr. WILLIS. Take the morrocco trade; that is mostly machine work. They can learn that in six months' time.

Mr. STEENERSON. You think the apprenticeship in those lines of skilled labor is about six months?

Mr. WILLIS. About.

Mr. STEENERSON. They get full compensation at the end of six months?

Mr. WILLIS. Maybe before; it depends on how much they turn out.

Mr. STEENERSON. It is piecework?

Mr. WILLIS. Yes; and the morrocco industry is a great one there. The leather industry of the city of Wilmington turns out about 10,000 dozen skins a day, and employs a great body of craftsmen.

Mr. STEENERSON. That is the reason you think the man should get \$2.400 as soon as he gets to be a carrier? The apprenticeship consists of his substitution period.

Mr. WILLIS. That is my view of the matter.

STATEMENT OF MR. W. H. R. WOODROW, BALTIMORE, MD.

Mr. WOODROW. Gentlemen of the commission, we will file a brief covering all the phases of this situation as we see it, and I presume this commission not only desires to know conditions as they exist, but I also believe that this commission desires to do something to make the service attractive, so attractive that it will draw men who will be the proper kind of men to conduct post-office affairs. I notice you have taken particular interest in the substitutes. I would like to call attention to the substitute life as lived in our city. I will have to refer to the notes on this, as the substitutes have reported to me, and after investigation I have decided they are the facts in the case.

Substitutes are required to learn how the various delivery districts are worked by the regular carrier, particularly the business districts, so that when he is assigned to work one he may be able to do the work in the same time as it takes the regular carrier.

He must familiarize himself with the work of cart, foot, and automobile collectors—nearly all substitutes are now required to learn how to drive automobiles—parcel-post collection and delivery, and the routing of mail for business districts by what are known as "night routers." In addition to this he is assigned to day or night delivery of special letters and other matter.

Your attention is called to certain obnoxious features connected with the night delivery of special mail. The departmental regulations provide for the delivery of specials between the hours of 7 a. m. and 11 p. m. Despite this regulation, substitutes making the last delivery of specials at night are required to deliver same regardless of the time. It has been a frequent occurrence for them

to awaken patrons as late as 2 o'clock in the morning and in many cases being roundly scored for doing so.

As these "outs" cover from 5 to 7 miles, and no cognizance is taken of where a substitute may live, it very often happens that he finishes several miles from home, and as he is required to report at 6.30 in the morning it is readily seen that he gets very little sleep.

As before stated, substitutes are required to report at 6.30 a. m. for assignment if needed. When assigned to work at one of the stations he must pay car fare, and his time does not begin until he "rings in" at the station. It appears that the Post Office Department is almost alone in this practice, as in private industry it is the general rule to allow car fare and to commence time at the moment of assignment, when the employee is sent away from the main office.

Should the substitute receive no assignment he must remain in the swing room, subject to call. Often he is not called for work during the day; sometimes he may get two hours' work; sometimes he may be assigned to a night cart.

He is liable to be called out of bed after midnight, to take the place of a "night router."

At the present rate of 40 cents per hour, it is impossible for substitutes to meet their obligations and live decently, and as most of them are married and have families they must either incur debt or secure better-paying positions elsewhere.

The low rate of pay for substitutes is the reason for so many leaving the service. From August 1, 1914, to October 2, 1919, there has been 75 resignations of substitutes, which does not include those who did not take the trouble to resign and only appear upon the records as "dismissed."

Senator MOSES. What do you mean by that; that they just left their jobs?

Mr. WOODROW. They failed to report and were marked "dismissed."

Many of the things I have in my brief have been covered by the previous speakers. I have listened to the statements of Brother Metcalf as to the increased cost of living, and his statements are practically in accordance with ours. We have prepared a budget covering all the necessities of life which we can have and those which we should have, page 6, brief. We find that for those necessities which our present salary will not permit us to have we have to go in debt or draw on some moneys we have saved in the last 20 years, or we have had to do without these things.

We find we are three dollars and fifty cents a month short on the necessities of life, according to the first part of this budget; and we find that we should have about two hundred dollars a month, according to second part of budget, and urge favorable consideration for the eighteen hundred dollar minimum, twenty-one hundred dollars for the next grade, and twenty-four hundred dollar maximum salary. We also would urge eighty cents an hour for the substitutes and substitutes to be made regulars after a period not exceeding one year, and that the substitute time be counted on the regular period. For instance, if a sub had subbed one year before being made a reg.

ular, he would be put in the twenty-one hundred dollar grade, and so on.

Senator MOSES. That would tend toward the elimination of the eighteen hundred dollar grade that way, wouldn't it?

Mr. WOODROW. It would; yes, sir.

Senator MOSES. That would then be merely a paper grade?

Mr. WOODROW. I believe that if a man has substituted one year in this service he is efficient. I think that this idea of requiring a man to serve a long apprenticeship as a substitute and then starting him in at the bottom of the grade is wrong. I think that is not in accordance with a proper view of the situation. If a man will ever be efficient, he will be efficient after he has subbed one or two years.

Senator MOSES. Then why bother about the eighteen hundred dollar grade? Why do you suggest it?

Mr. WOODROW. We have suggested that in a national way, because it has been the custom to start men at these lower salaries and work them up over five or six years. We believe this is not the proper form, but we can not, just at the moment, get away from that. It is within the power of the commission to make a recommendation. I believe if a man is not efficient after he has been a substitute for a couple of years, that he will not be in the service very long before he will start to become inefficient.

Mr. STEENERSON. You spoke of special-delivery mail being worked by substitutes.

Mr. WOODROW. Yes, sir.

Mr. STEENERSON. Do they make special deliveries?

Mr. WOODROW. They do in our office.

Mr. STEENERSON. I thought that was done by contract.

Mr. WOODROW. We have about thirty-five boys who work in conjunction with the substitutes. We have two crews. The substitutes are assigned, so many in the morning, to assist in carrying special-delivery mail, and they have so many assigned on night specials.

Mr. STEENERSON. The special delivery of letters?

Mr. WOODROW. Yes, sir.

Mr. STEENERSON. Well, does your office require them to go out all hours of the night?

Mr. WOODROW. It requires them to report something like 3 o'clock in the afternoon for the night specials, to work up until 11 o'clock. They get all the mail that comes in up to 11 o'clock, and sometimes they do not finish until after midnight.

Mr. STEENERSON. In some cities they told us that this work of delivering special deliveries was let out on contract.

The CHAIRMAN. Don't they pay each one of those boys who deliver special-delivery letters so much a letter?

Mr. WOODROW. They do; yes, sir.

Mr. STEENERSON. They aren't paid by the hour, then?

Mr. WOODROW. No; not by the hour.

Mr. STEENERSON. Neither the boys or the substitutes?

Mr. WOODROW. No, sir; they are paid so much a letter.

Mr. STEENERSON. Well, their compensation, then, may be a great deal more than 40 cents an hour?

Mr. WOODROW. Their compensation might be, but the report from the substitutes is that they don't average more than \$50 a month.

Mr. STEENERSON. I think in Boston, they told us that some of these men doing special-delivery work were making as high as \$300 a month. They got so much a letter.

Mr. WOODROW. We have one man in our office who carries out special-delivery packages by automobile. He makes over \$50 a month; probably \$150, but that is only one man.

Mr. STEENERSON. Are you sure he don't make more than that?

Mr. WOODROW. He might have made more; I am not sure about that.

Mr. STEENERSON. That is a matter of contract with the post-office authorities. Your city is Philadelphia?

Mr. WOODROW. Baltimore.

Mr. STEENERSON. It is a matter of contract; to be delivered at so much.

Mr. WOODROW. No; the substitute is simply assigned to deliver these special-delivery packages, and he has an automobile to do that.

Mr. STEENERSON. And he gets special-delivery compensation?

Mr. WOODROW. Eight cents.

Mr. STEENERSON. And if he delivers a hundred packages he gets \$8, and if he delivers a thousand packages he gets \$80.

Mr. WOODROW. But he is not under contract. He is simply assigned to do that work, at the same rate that any number of other men get to do it.

Mr. STEENERSON. He is not paid by the hour, but by the piece?

Mr. WOODROW. Yes; but that is only one man.

Mr. STEENERSON. Have you got the figures as to what these special-delivery workers earn?

Mr. WOODROW. I have not; only that the substitutes as a whole make about \$50 a month.

Mr. STEENERSON. Our information has been that those who do that special-delivery work are well paid.

Mr. WOODROW. My information, in my city, is that they make an average of about \$50 a month. You can't call that well paid.

Mr. STEENERSON. Our information has been that it is very much more than that.

Mr. WOODROW. I thank you very much, gentlemen.

(Mr. Woodrow filed the following brief:)

The undersigned have been instructed to appear before you and present facts and arguments that would convince you of the necessity of recommending an increase of salary for letter carriers, sufficient to maintain themselves and families on a higher plan than a mere animal existence, and in a manner befitting an American citizen in the service of the greatest Government in the world.

The undersigned were further instructed to prepare a brief, setting forth such facts, data, and arguments as would, in our judgment, prove the validity of our claim for an adequate increase in compensation.

In order to become a letter carrier, the applicant must fill out a form showing that he fulfills certain requirements; he must submit recommendations from prominent citizens relative to his character and ability, and undergo a rigid physical examination.

The applicant then takes the civil service examination. If successful, his name is placed on the eligible register according to the percentage he obtains. As appointments are made in rotation from the eligible register, he waits until his name is reached, when he is appointed as a substitute.

As a substitute he receives 40 cents per hour for such time as he may actually

be employed. While the period of time during which he serves as substitute is indefinite. It generally averages about four years. During this time his earnings are very uncertain; if he averages \$50 a month he can call himself fortunate.

When the time comes for him to be made a regular carrier, he is required to start in at the lowest grade salary. If his service is satisfactory, he is advanced a grade each year until he reaches the highest grade. By that time he has served approximately 10 years.

* For your information it will not be amiss at this time to give a short synopsis of the duties of a carrier; some of the handicaps imposed on him, and a statement showing his value in correcting the errors of other branches of the service, and why he is often made the "scapegoat" for the mistakes of others for which he is not responsible.

It is to be understood that this comparison is not intended in any way to cast any reflection on any other branch of the service, or rather the employees in such service, but is rather intended to show that the carrier from the nature of his work is the logical one to correct errors, and for that reason makes himself more prominent, and to that extent more easily reached, than others who handle the mail before it reaches him.

As a matter of fact, the carrier is the "clearing house" of the Postal Service.

The general duties of a carrier are as follows: To "pull" his mail; to case same; to "buy" rated matter; to sign for registered mail; to sign for and collect money due on C. O. D. parcel-post matter; to purchase thrift and war-saving stamps for patrons on his route; to transfer and forward mail; to enter transfers and forwarding orders in route book; to keep his route book "posted" and answer communications, and to deliver and collect mail.

There is a vast difference between theory and practice as it relates to the duties of a carrier. Theoretically, all mail is correctly distributed to the various routes; practically, every carrier receives a large number of "misfiled" pieces of mail. If the carrier did not see that the bulk of these "misfiles" were distributed to the proper routes, it would cause serious delay and, in consequence, much dissatisfaction and many complaints on the part of the public.

Although this work is in effect the work of a distributor, the carrier receives no credit for same. No matter how many errors are made by others who handle the mail before it reaches the carrier, he must not let any of them pass him. Should he do so, he is held responsible and receives demerits for his failure. When complaints are made by the public on account of delay in the delivery of mail, the carrier is called on to give an explanation as to the cause, although he may not be at fault and may not have the slightest idea of the real cause of delay. Should his answer not be satisfactory, he is given demerits even though he may not be to blame.

Fortunately, the greater number of complaints are made direct to the carrier, enabling him by diplomatic handling of the matter to satisfy the complainant.

The carrier is often called on to give valuable assistance to post-office inspectors through his ability to furnish information that can not be obtained from any other source. As proof, see "unknown list" attached at end of this brief.

A carrier must endure many physical hardships, as he is compelled to be at work regardless of weather conditions. He is also required to purchase two uniforms a year, which is not required of any other branch of the service. Sometimes he may have a uniform passed for further use.

Congress has provided that carriers shall be eligible for promotion, but the Post Office Department has made regulations that virtually nullify the law. In fact, carriers in Baltimore have been told that it is against the policy of the department to promote carriers. During the last 29 years only three carriers in this office have been promoted and in each case the promotion was made for personal or political reasons and not for merit.

As the carrier must take the same mental and physical examination on entering the service as are taken by the clerks, this discrimination against the carrier causes a deep-seated feeling of dissatisfaction with those responsible for this injustice. This feeling is accentuated by the fact that a carrier substitutes for a much longer period than a clerk, during which time he acquires more practical knowledge by actual experience than is possible for the clerk, even though he does study route schemes. The carrier believes his position is just as necessary for the success of the service and is second to none. Again, your attention is called to the fact that there is no intention

to reflect upon or detract from the work performed by employees in other branches of the service; they are just as loyal and efficient as the carriers but the discrimination against the carrier in favor of the clerk, in promotions should be discontinued.

During the last five years the cost of living has increased more than 80 per cent. In a report of the Bureau of Labor Statistics of the United States Department of Labor recently made public, it was shown that for Baltimore the average increase in cost of 22 main articles of food in June, 1919, over the average cost for the year of 1913, amounted to 94 per cent, and the average of everything that enters into the cost of living had increased 83 per cent.

The following article is copied from the Literary Digest, issue of September 20, 1919, page 27:

" LIVING COSTS DOUBLED IN FOUR YEARS.

"According to the results of an investigation just completed by economists of the War Trade Board, the cost of living has gone up 102 per cent in the United States, * * * since the beginning of the war. The inquiry was begun soon after the signing of the armistice in an effort to determine the effect of the war upon living costs in the United States and also in the principal European countries. Prices in all the leading industries in this country were analyzed and a comparative study was made of fluctuations during the war in countries abroad. In connection with the reported advance of 102 per cent in the United States during the four years from 1914 to 1918, it is worth noting that Bradstreet's index number of wholesale commodity prices advanced 111 per cent from August 1, 1914, to November 1, 1918."

Despite the efforts of the Federal, State, and municipal Governments, the cost of living seems to be on the increase, according to the following article copied from the Baltimore News of September 24, 1919:

[From the New York Evening Sun.]

August food prices show an increase of 1 per cent over July in spite of the Government campaign. No broom has yet been found capable of sweeping back the ocean tides.

During the last five years the wages of employees in private industry were advanced as the cost of living increased.

Since 1907 letter carriers have only received a temporary increase of 25 per cent. To place them on a prewar basis will require an increase of not less than 60 per cent to the present salary scale.

It is a well-known fact that mechanics (and even unskilled laborers) are far better paid than the well-trained and efficient postal employee, averaging as they do \$7 or more per day.

On account of the inadequate (and temporary) salary scale now in force it is almost impossible to obtain the requisite number of new employees necessary to maintain the proper standard of efficiency in the Postal Service. In place of the annual civil-service examination for carriers and clerks it has been found necessary to hold weekly examinations. Where formerly anywhere from 100 to 200 took the annual examination, at the present time about 5 to 20, occasionally more, take the weekly examination. Formerly it was a rare thing for a substitute to resign; it now is the usual thing for the greater number appointed as substitutes to report for several days, and finding earnings very meager, to then resign. Some do not even bother to resign; they simply get employment elsewhere. Inquiry has developed the fact that the examinations have been simplified in order to get more eligibles.

According to a late report of the Bureau of Statistics of the Department of Labor, it requires an income of at least \$1,800 to purchase the actual necessities of life for the average family of five. Your attention is called to the following comparative budget of the monthly expenses of a family of five. This budget shows the average amount spent by a carrier receiving \$1,500 for each item, ascertained by actual investigation, and also the amount really necessary to maintain himself and family as becomes an American citizen and an employee of the United States Post Office Department:

	Present sa ary.	Needed.
H ouse rent.....	\$40.00	\$40.00
for light and cooking.....	4.00	5.00
.....	45.00	60.00
.....	4.50	6.00
.....	10.00	25.00
.....	9.00	12.00
.....	6.00	8.00
.....	5.00	8.00
..... (compu sory).....	3.00	6.00
..... dental, and optical service.....	2.00	8.00
.....		6.00
..... obligations.....		3.00
..... (children).....		5.00
..... matter, lost time, etc.....		8.00
Total.....	128.50	200.00

¹ Including family.

In calculating the amount needed to enable a carrier to maintain himself and family properly, the utmost care has been exercised to be as conservative as possible, and it is believed that not one of the items is in any way too large. If the estimates above are correct (and every care has been taken to make sure that they are), what is the condition of the lower salaried carriers? Surely it is not necessary that men should be compelled to beg for justice.

You will note that the average carrier is spending \$3.50 more per month than he is earning. Many of them are using the savings of years in order that they may make both ends meet. Many are compelled to do something on the outside to earn some extra money. The majority have been compelled to sell liberty bonds that they purchased hoping to derive some benefit from the interest on them as well as helping the Government to win the war "to make the world safe for democracy." All have made sacrifices innumerable and are denying themselves many things actually necessary for the welfare of themselves and family.

In view of the foregoing statement of facts, you are requested to give your most earnest and serious consideration to the advisability of recommending the enactment of a reclassification law for letter carriers, as follows: First grade, \$1,800; second grade, \$2,100; third grade, \$2,400; with automatic promotion at the expiration of one year's service in the next lower grade.

Substitute service to be limited to not more than one year; substitutes to be paid at the rate of 80 cents per hour; substitutes to be guaranteed not less than \$100 per month in earnings, and that the time served as substitute shall be reckoned as a factor in regulating the initial salary when appointed to a regular position.

A substitute serves approximately four years before he is made a regular carrier, and he is then appointed to the lowest grade, thus requiring about nine years before he can attain the highest grade.

It is suggested that credit should be given for the time served as substitute in determining the entrance grade when made regular; for example, after one year of service as substitute, if made regular, to be appointed to the first grade; after two years, to the second grade, and so on.

It is also suggested that the pay of substitutes be increased to 80 cents per hour in order that a high grade of employees may be maintained in the Postal Service.

INEQUALITY OF THE PRESENT RECLASSIFICATION LAW.

Your attention is particularly called to the accompanying statement which shows how inequitably the present temporary reclassification law has worked with the lower grade carriers. While this statement has been prepared by those affected in the Baltimore post office, it is equally applicable to every office in the United States. Although it is believed that Congress will correct this inequity in due course, the principal reason for bringing it to your attention at this time is that it may help you to avoid a similar inequity when you make your recommendations for reclassification to Congress. The statement in question is attached at the end of this brief.

SUGGESTIONS.

Although the following suggestions may not be exactly pertinent to the subject under investigation, it is believed that if they could be made effective by suitable legislation it would result in retaining efficient employees and bringing into the service a higher class of young men than is the case at the present time.

It would appear reasonable to suppose that if private industry finds it advantageous to look out for the welfare of its employees by providing recreation, rest, and lunch rooms, swimming pools, bowling alleys, and many other things of like nature, that it would be of greater advantage for the Government to do the same for its employees.

However that might be, the following suggestions are offered for your consideration, with the desire of advancing the best interests of the Postal Service.

A whole day off on all holidays, or, if work be necessary on any holiday, whole day be given within 30 days, whether the carrier works the entire holiday or a fractional part of same.

A limit of weight carried on any trip, of 40 pounds on residential districts and 50 pounds on business districts.

The distance covered by a foot collector to not exceed 15 miles for a period of 8 hours' duty.

That carriers be given the benefit of State and local holidays.

That all schedules of work shall contain no swing of less than 30 minutes or where swings of less time are necessary such time shall be credited as working time for the carrier.

Weekly payment of salaries.

Thirty days' vacation and 30 days' sick leave with pay.

Amendment of compensation law to provide for vocational illness.

Double time for all overtime.

Adequate retirement legislation.

Restoration of rights of citizenship that have been abrogated by departmental regulations.

A half holiday on Saturdays; four hours to constitute a full day's work and such half holiday to commence not later than 1 o'clock.

Permitting transfers between carriers and clerks without examination; supervisory positions only to be filled by examination open to all postal employees.

Abolition of the present obnoxious speed-up system.

A court of review or appeals for civil service employees and recognition of their official representatives.

It may not be out of place at this point to mention an incident that occurred within the last 10 days, in the Baltimore Post Office, that may explain why so many of the younger men resign, and also, how the speed-up system is sometimes employed. One of the younger carriers was assigned to work the district of a carrier on sick leave. After working the district for a number of days, he was cited to appear before the superintendent of mails.

He was informed that it had been reported that he was slow in his office and street work and requested to give a reason why this was so. Immediately the carrier asked for a piece of paper.

"Why do you want a piece of paper," he was asked.

"I intend to resign," he answered.

"Oh, no; we do not want you to resign," he was told.

"If I am too slow in my office and street work, I am too slow for the post office, and I am going to resign," he replied, and suited the action to the word, by resigning at once.

In conclusion, regardless of what the press may publish and what anyone may say, even though he may have the ear of the President, there does not seem any reasonable prospect of any appreciable reduction of the cost of living for several years, and every reason in the world why the salaries of letters carriers should be increased to a point where it may be possible for them to live as becomes Government employees, and not merely exist as is the case at the present time.

WM. H. R. WOODROW, *Chairman.*
CHAS. A. JOHNSON.
RICHARD S. SUTTON.

STATEMENT OF MR. R. B. TAYLOR, RICHMOND, VA.

Mr. TAYLOR. Mr. Chairman and members of the joint commission, and delegates. I have the honor to come from Richmond, Virginia. We have 105 letter carriers and 40 substitutes. I have come to give evidence in my humble way of the fact that we believe the position of letter carrier is not sufficiently compensated, for the reason that it is a very important part of the Government. They represent a certain dignified position of the Government and therefore we believe that the first grade of \$1,800 for the minimum, \$2,100 for the second grade, and \$2,400 for the maximum and the same should be applied to the letter carriers for the reason that the importance of the office demands said compensation. A man must receive certain conditions to the position, otherwise he is not able to contribute the required efficiency in his work. The letter carrier has a very burdensome position; he is consumed head, body and foot, and unless he is able to contribute sufficiently to maintain a certain thermometer of physical health, mental ability, and walking power, he doesn't measure up to the required service in the Government. He is under certain climatic conditions, he has to go out in all kinds of weather; therefore, there is a change of temperature in his health, by virtue of the fact that he can not stop. No man can fill his place. He either must work with pay or without pay, and to maintain a certain standard of efficiency, he must be in a certain condition.

The obligation of a letter carrier causes him to lead a very strenuous life. He is constantly called upon to keep his body ready for service. That means a pretty big drug bill, and if a man is intelligent enough to fill a letter carriers' position, he naturally has a taste for other things that goes with that intelligence. A man who is not intelligent enough to pass the letter carriers' examination, would not know enough to keep himself to the necessary standard of service.

Another thing; a letter carrier must be honest as well as efficient. He must be above the temptations of the hour. If a sufficient salary, as a maintenance, is given him, he is not tempted. He must be 100 per cent honest. His environment should place him above temptation, and the high cost of living in all departments makes it very hard upon him, with the other classes of work receiving increased pay above his.

Therefore, I maintain that the job is not attractive, and if a man has to stay in the service a number of years and can not lay by anything, nobody wants him when he gets too old to serve. If he has not laid away anything, he is not fit to serve. We can not measure up to good citizenship unless we have certain conditions around us. Ordinary men are not fitted to serve the Government. It is a big thing to have a Government job, but the honor is lost in the strenuous life and the effort to maintain and make ends meet, and therefore I hope it will be the pleasure of these gentlemen to give the request of the letter carriers their most earnest consideration. The dignity of the Government and the personnel of the men is at stake.

As I said before, a letter carrier is compelled, in a way, to live in harmony with his position, not in an expensive way, but he must be in a position to handle mail at all times and under all circumstances and thus the letter carrier has a mental strain on him. He comes home from work in the afternoon wholly unfit for social or fraternal duties, and he is unfit. He must have some recreation. He ought to be able to lose a day and a half or two days a month to help him recuperate from the monotony of his work. Therefore it does seem to me, gentlemen, in the consideration of this question that you will help to compensate the employees of the Government whose services reach to the rank and file of the whole Nation.

As it is now, the service is not very attractive. A man would rather not have a job of so much importance while other positions less responsible have a higher salary. There are lots of things a letter carrier can not do. He is circumscribed, but if he is sufficiently compensated to meet this limitation, then his job is not so strenuous. He will be able to lay aside some money. The order of the day is preparedness, and it is earnestly hoped in this condition of responsibility and demand on the letter carriers that the commission will give favorable consideration.

Our substitutes are paid 40 cents an hour. We have 40 there, and I believe it will be of great benefit if you gentlemen recommend to Congress that this be increased to 80 cents an hour for substitutes.

Senator STERLING. You and the other speakers have spoken about these three grades; a minimum of eighteen hundred, another twenty-one hundred and maximum of twenty-four hundred. Now, what is the basis? Do you take eighteen hundred as the entrance and then promotion to the twenty-one hundred and then a further promotion to the maximum?

Mr. TAYLOR. Yearly grades by meritorious promotions.

Mr. MOON. I notice all of you agree upon eighteen, twenty-one and twenty-four hundred. Is that the result of your organizations acting on the question, or do you just happen to do that?

Mr. TAYLOR. If I am informed properly, it is the result of our organizations asking that.

The CHAIRMAN. We will next hear Mr. Diggs from Norfolk, Va., and, unpleasant as it is, I will have to ask you gentlemen to conform to the program, so far as the time limit is concerned.

STATEMENT OF MR. M. E. DIGGS, NORFOLK, VA.

Mr. DIGGS. Mr. Chairman and gentlemen of the commission, I am not going to follow the lines that the other men have followed, because most of these things along the line of economics have been pretty thoroughly brought out and you have figures and statistics.

It seems to me that when the question of salaries is brought up the majority of the Members of Congress seem to fear the effect upon the revenues of the Government in granting increases in salaries to those men who justly deserve them. It seems to me, and I believe, that these salaries can be raised to the point deserved by the letter carriers without any extra expense to the Government. If certain changes are made in the personnel and the administration offices of the Pos-

tal Department I think that the salaries can be equalized and those men who do the real work of the service can get proper compensation.

I am going to stick to just a few things in this brief and submit the rest. The city from which I come is rated as the highest city in this country. The cost of living is classed as 87 per cent, and the cost of living during the last 12 months in Norfolk has raised 12 per cent. The cost of 22 necessary articles is \$691.30 for white families, and I estimate that some of the articles would cost the colored families at least 25 per cent more. I can prove that, gentlemen, if you want, later on.

We are submitting clippings with this brief to show conditions in Norfolk at the present time. Profiteering is going on and there is an immense labor turnover in the Norfolk post office. At the present time we have not one substitute on the list. We have about 18 or 19 on the auxiliary list that we picked up from the street. To-day there are about four or five routes in Norfolk upset because they let me off to come here. It seems to me that we ought to be as liberal as the private employers and the soulless corporations who have raised the wages and given bonuses to the employees. We must pay salaries from the standpoint of justice and righteousness.

We have submitted from Norfolk, mindful of the conditions there, a little different scale from the others. First year two thousand, second year, twenty-two hundred; third year, twenty-four hundred; promotions to be semiannually and automatically to a clerical position after six years' service. Thirty days' annual leave and 30 days' vacation with pay; a full day's compensatory time for all holidays, double time for overtime, official recognition and collective bargaining, promotion on merit and tests without discrimination for all letter carriers.

Here is a way we think the salaries could be raised without injury to the service: The office of postmaster, except in cities of metropolitan size, might be abolished and that salary given to the men who do the work; have district postmasters, if necessary. This would be a distinct saving and enable salaries to be raised without extra revenue.

After all, gentlemen, it seems to me that while the question of salaries means a good deal, what we want in this country is an improvement in the service, an improved Postal Service, a service that will be satisfactory to the general public, and this can be done by making the changes suggested by the men who actually do the work. They have certain ideas that would be beneficial to the service and would show you they are worth the salaries they are asking you to give them. I do not think the question of Government salaries ought to depend entirely upon the amount of expenses. The post office could be self-supporting—

The CHAIRMAN. The time of the gentleman from Virginia has expired.

STATEMENT OF MR. G. F. FARRELL, HUNTINGTON, W. VA.

Mr. FARRELL. It gives me great pleasure to appear before this commission. I have prepared a brief and will read part of it. The

working conditions in Huntington we have no complaint about. We have a brand-new office there and are satisfied along that line, but the wail that is going on all over this country is as to the treatment the postal employees are getting at the hands of Congress. When you take into consideration the treatment we have received at the hands of Congress during the last four years the wonder is that the department hasn't busted entirely.

Mr. STEENERSON. You claim that Congress hasn't treated the employees right?

Mr. FARRELL. They have not given us the increase they should have done.

Mr. STEENERSON. We have given more than the department has ever asked for. It is generally necessary to give what an administration wants for its employees. It seems to me you ought to blame those that manage the service instead of blaming Congress.

Mr. FARRELL. I have that in my brief.

Mr. MOON. Congress hasn't anything to do with the fixing of the compensation.

Mr. FARRELL. We asked for it, but the department didn't. Everybody knows, at least, that the Post Office Department isn't what it should be. That is due entirely to the inadequacies of the salaries paid to the postal employees. The salaries are not enough to attract or hold the service of the big, wide-awake, red-blooded American. In Huntington we have lost three foremen from the office in the last three years, who have resigned and gone into the real estate business and each one of them would make affidavit that they are making four times as much as they made in the Post Office Department. Ninety per cent of the employees are now looking for positions and unless something is done by this commission and by Congress by next July something is going to happen. The department has been suffering from the loss of thousands of the most skilled employees. Subs are not going to work for 40 cents an hour in the post office when they can go two blocks away and get anywhere from 72 to 75 cents an hour. Hod carriers get 68 cents, 28 cents more than the substitute letter carriers, and 8 cents per hour more than the letter carrier in the highest grade. In 1917 Congress passed a law granting all Government employees a 10 per cent increase with the exception of the postal employees. We think the Postal Department, above all others, should have had the benefit of this increase.

Then, again, in 1918 Congress did grant us an increase of \$200 a year, but at the same time, under the direction of the Government, the Department of Labor issued a statement that a family required the sum of \$1,800 to provide the necessities of life, yet this Government is compelling its workers to work for anywhere from \$40 a month to \$1,400 a year, the highest paid employee in the post-office department. Here is a state of affairs, gentlemen, which I hope will be remedied by this Congress. The morale of the department is at a low ebb, due to the uncertainties of existing conditions at this time.

It has been gone over about the sub and what he must do to get a regular position, but the report shows that the sub substitutes on an average of four years before he gets to be a regular. Then he goes to work at \$1,000 and then works six years before he

gets to the highest position at \$1,500. During the past four years the cost of living has increased 100 per cent.

I desire to call your attention to the following table of increase in private industry: Iron and steel, 90 per cent; boot and shoe, 122 per cent.

Mr. MOON. During what period of time?

Mr. FARRELL. Since the war started in Europe. Cotton finished goods, 65 per cent; automobile, 57 per cent; men's clothing, 87 per cent—this is increase in wages, not increase in the price of these articles. Cotton manufacturing, 74 per cent; railroad employees, 76 per cent; postal employees, a temporary increase of 25 per cent. The following will be found to be the wage scales of city employees: Electricians, \$1; bricklayers, \$1; plumbers, 95 cents; plasterers, 91 cents; carpenters, 85 cents; hodcarriers, 68 cents; postal employees, an average of 52 cents an hour.

Mr. MOON. What do you say the postal employees' increase has been?

Mr. FARRELL. Twenty-five per cent. It runs from 20 to 25.

Mr. MOON. Since the act of 1912?

Mr. FARRELL. In the last 12 years; the act of 1907.

(Cries of "seven years.")

Mr. FARRELL. I have a table of the salaries paid steel corporation men who are now on a strike, and they make from \$12.85 to \$21.12 per day.

The CHAIRMAN. I am sorry, but your time has expired. You can file your brief with the clerk.

Mr. FARRELL. I thank you, gentlemen.

(Mr. Farrell submitted the following paper:)

BRIEF SUBMITTED BY MR. G. F. FARRELL.

It gives me a great deal of pleasure to appear before your honorable body in this capacity on behalf of the hardest worked, most oppressed, and least paid class of employees in the United States, the postal employees.

In view of the fact that this commission is to deal with salaries of postal employees only, and not with working conditions, I shall confine my remarks to that point alone.

However, I desire to state that as to the working conditions of the employees of the Huntington, W. Va., post office, they are all that could be desired. We have no fault to find or complaint to make against the postmaster or any man in a supervisory position. They are all gentlemen, with the spirit of the second commandment, "Thou shalt love thy neighbor as thyself." Their conduct toward us is all that could be desired.

The huge wall that is ascending up from every post office in the United States is caused by the treatment that postal employees are receiving from the Congress of the United States, of which you gentlemen have the honor of being Members.

When we take into consideration the man at the head of the Post Office Department, and his assistants here in Washington, and the treatment that postal employees have received at the hands of Congress during the last four years, the wonder is that the department has not busted up entirely.

Everyone in the United States knows that the Post Office Department is in a dilapidated state of affairs. This condition is due almost entirely to inadequacy of salaries paid postal employees, thereby forcing all the brainiest, most skilled, and most efficient postal employees to seek more remunerative employment in other walks of life.

The salary is not sufficient or attractive enough to hold the services of an educated, wide-awake, ambitious, red-blooded American. Therefore, the post offices are being filled by mediocres of the less educated and less ambitious sort who can not hold down a position elsewhere.

We have a concrete example of this statement in Huntington, W. Va., where I have the pleasure of residing (which, by the way, is the best city on earth) wherein three foremen of the office have resigned within the last four years in order to accept other positions where they could make a decent living for their families, and each one of them is now making four times as much as they received at the hands of Congress. Therefore, the force is being continually depleted by the resignation of the skilled and efficient only to be filled by the unskilled and inefficient. Ninety per cent of the postal employees are right now looking for other positions, and unless something is done by this commission, and by Congress before next July, something is going to happen. The department is bound to suffer by the loss of thousands of its most skilled employees. Does Congress suppose that bright, intelligent, ambitious educated young men are going to accept positions as substitutes in the post office at the paltry sum of 40 cents per hour, when they can walk one or two blocks and get a position which is a lot easier, less exacting, and requires less skill at anywhere from 72 cents to \$1.35 per hour? That is exactly what you are asking them to do, but they are not doing it, and they would be fit subjects for the home of the feeble-minded if they did. Why, the hod carrier now walks the streets of our city with head erect and shoulders thrown back with the air of a prince, poking fun at the letter carrier because he receives 25 cents per hour more than the substitute letter carrier, and 8 cents more than the regular letter carrier in the highest grade.

When other classes of employees want and need an increase of salary in order to meet the ever-increasing cost of living they simply set a date to strike, and usually get what they are demanding whether they really need it or not; but postal employees go on the even tenor of their ways, suffering and depriving themselves of part of the necessities of life and all the comforts of life, hoping that Congress will some day right the wrong that they have done and come to the rescue of the Post Office Department.

I desire to call your attention to the Adamson law, which Congress was compelled to pass at the demand of the railway employees. They demanded an increase of salary at the hands of Congress and set a day for Congress to act; and it acted, giving them just what they were demanding. A great many railway employees are now receiving more than twice as much, and some of them three times as much, as postal employees, yet they are right now laying their plans to demand of Congress another increase of salary, or strike. I take meals with railway employees who receive more than three times as much salary as I get. Their check for two weeks is more than mine for one month.

Postal employees have been shamefully dealt with for the last four years. As proof of this statement, I desire to call your attention to the law passed by Congress in July, 1917, giving all Government employees 10 per cent increase, but expressly excepting postal employees from its operation. Just why this was done no member of Congress has ever been able to explain to anyone's satisfaction. They, above all others, should have had the benefit of this law granting a 10 per cent increase.

Then, again, in July, 1918, Congress did loosen up a little, granting postal employees a \$200 increase, making the salaries to range from \$1,000 to \$1,400 per year, but at the same time this Government, under the directions of a bureau of the Department of Labor, issued a statement declaring that a family of five required the sum of \$1,800 to provide the necessities of life. How are we to reconcile this dual state of affairs? This great Government declaring that a family must have at least \$1,800 per year, yet compelling postal employees to labor for anywhere from \$40 per month (the average salary of a sub) to \$1,400 a year, the highest paid to any employee. Gentlemen, here is a state of affairs that must be remedied by this commission and by Congress before next July, or the future of the post office is uncertain. The morale of the department is at a low ebb, due to the uncertainties existing at the present time. Give us what we ought to have, and you will see the department put on its old-time "pep" and march forth to victory, bringing order and efficiency out of chaos and inefficiency.

In order to get a position in the post office applicants must pass a rigid physical and mental examination, from which the eligible register for appointments are made up according to percentages. Appointments are made in rotation to the position of substitute. Subs work on an average of four years on an average salary of \$50 per month before they get a regular position. They get 40 cents per hour for the actual time employed. Finally they get

a regular position starting at the lowest grade salary, which is now \$1,000 per year. Six years longer the sub probably reaches the highest position, \$1,500 per year, making 10 years in all.

During the last five years the cost of living has increased more than 100 per cent. Then why should not the salaries of postal employees have been increased 100 per cent? During the last five years the wages of employees in private industries were raised as the cost of living increased; but not so with the wages of postal employees.

I desire to call your attention to the following table of the increase of wages in private industry:

	Per cent.
Iron and steel industry-----	90
Boot and shoe industry-----	122
Cotton finishing industry-----	65
Automobile industry-----	57
Men's clothing industry-----	87
Cotton manufacturing industry-----	74
Gear manufacturing industry-----	69
Railway employees-----	76
Postal employees-----	25

It is plainly evident from the above table that postal employees have not had a square deal. They should have at least 60 per cent increase to put them on an equal footing with employees of private industry.

Below will be found the wage scale for other classes of employees in the city of Huntington, W. Va.:

Electricians, \$1.35 per hour, \$11.04 per day; bricklayers, \$1 per hour, \$8 per day; plumbers, 95 cents per hour, \$7.60 per day; plasterers, 91 cents per hour, \$7.28 per day; carpenters, 85 cents per hour, \$6.80 per day; shop employees, 72 cents per hour, \$5.76 per day; hod carriers, 68 cents per hour, \$5.44 per day; postal employees (average), 52 cents per hour, \$4.16 per day.

It will be seen by the above table that all classes of employees, the hod carrier not excepted, receive larger salaries than the postal employees, yet they are not required to pass any physical or mental examination.

Below will be found salaries of employees of the Steel Corporation, who are now on strike:

Heaters-----	\$21. 12	Skelp heaters-----	\$18. 18
Rougher:-----	11. 92	Skelp-mill rollers-----	21. 78
Catchers-----	11. 92	Lap welders-----	16. 08
Steel pourers-----	12. 85	Blowers-----	13. 76
Vessel men-----	14. 65	Regulators-----	13. 52
Mill heaters-----	17. 92	Postal employees-----	4. 80

It will be seen by the above table that these steel mill workers receive from three to five times more than postal employees. Here is a state of affairs that must be remedied.

We were told during the war, when a large number desired to resign and seek other positions where they could make a great deal more, that it was our patriotic duty to remain on the job and assist the Government and that Congress would soon do something for us, but so far our hopes have been in vain. Postal employees have only received a temporary increase of 25 per cent during the past 12 years, whereas all other classes of employees have received from 57 per cent to 122 per cent increase. Uniforms that five years ago cost letter carriers \$15 now cost them \$36. Pants that then cost \$4 now cost \$9.75. In fact everything costs more than 100 per cent more to-day than five years ago. How, then, are we going to meet this increase on a 25 per cent increase of salary? It can not be done. Therefore thousands of postal employees have been forced very much against their will to very materially lower their standard of living. They have been forced to move into cheaper houses and among undesirable citizens; they have been forced to take their children from school and put them to work to help support themselves and the rest of the family, thereby depriving them of the advantages of life; unmarried employees have been compelled to seek cheaper quarters and find cheaper board; they have been forced to drop insurance, resign from lodges, stop paying church dues, and cut all pleasures of all kinds in order to provide the necessities of life.

I copy the following editorial, which appeared in the Cincinnati Post September 20:

" WHY YOUR MAIL IS LATE.

" Scores of bags bursting with mail lie unopened for days at a time in many post offices throughout the country. Newspapers, traveling between Cincinnati and Cleveland, for instance, often arrive from 5 to 10 days late. The post office muddle is costing the business world millions of dollars in slow communication and in time limit mail, such as price lists, which arrive so late that they might better never have been sent. All this cost is added to the ultimate consumer. A formidable factor in high prices is the congestion of mail, those arteries that carry the blood of commerce. Low wages and the difficulty of getting ahead have caused many experienced postal workers to seek other work and are keeping men from entering the post office service. After passing the civil service post office examination, before you can become a substitute you must learn 20 routes, devoting three days to each route without pay before you go to work. Finally you get a job, you work on an average of four years at the magnificent sum of 40 cents per hour before you get on regular. Then you go to work for \$1,000 per year.

" The meager salaries paid postal employees is directly responsible for the collapse of the mail service. Increase the salaries and order may yet be brought out of chaos."

That in view of the above statement of facts it is suggested that the commission give earnest and serious consideration to the enactment of a reclassification law—first grade salary, \$1,800; second grade, \$2,000; third grade \$2,400.

Our final prayer is the first petition in the Lord's prayer, " Give us this day our daily bread." Grant us this one request and we will continue to be the happiest and most contented bunch that the sun ever shone on.

STATEMENT OF MR. J. A. O'NEILL, WASHINGTON, D. C.

Mr. O'NEILL. Mr. Chairman and gentlemen of the commission, I won't rehearse the general conditions explained by the other carriers, perhaps more ably than I could, but I will discuss the condition in Washington, where you gentlemen can come down to the office and verify my statements.

Of course, the standard of examinations for letter carriers was in previous years very high. That standard has been lowered; in fact it has been lowered 50 per cent. In the past it was customary for men to take this examination, and they had hundreds of applicants and a man had to attain a very high average before he had a chance of appointment. At the present time we have in the Washington post office 367 letter carriers. We have 70 substitutes. In those 70 substitutes we have only 9 civil-service substitutes.

Now, gentlemen, there is an examination held every Saturday for post-office clerks and carriers in Washington, D. C. They have been held for the past eight months. The average number of men appearing for those examinations is about 14. It has been impossible to recruit the normal force we need in this city from these examinations. The consequence of this has been that they have been compelled to go outside and bring in any men they could get, and boys, and the spectacle has been presented in Washington of men delivering mail without the semblance of a uniform. Schoolboys have been delivering mail. Schoolboys work on Saturday, and that condition created such comment about boys in short pants delivering mail that there has been a regulation issued that the boys must, at least, put on long pants to get into the post office. It is a man's job, and you are paying boy's pay for it. That is why you get boys. You take the unusual number of cases that have happened during the past year or two, where men have been unfaithful to their trusts,

and you will find it has been exclusively among this temporary force.

Now, we come to the financial condition of the employees. In Washington City we have in the different grades 44 men in the thousand-dollar grade, 62 in the eleven hundred, 7 in the twelve hundred, 8 in the thirteen, 20 in the fourteen, and 226 in the fifteen-hundred grade. We have 106 men in the combined ten and eleven hundred dollar grades. The average salary paid in Washington is \$1,357. Now, we have canvassed this office pretty thoroughly, and as a result of personal interviews with the men and averaging expense accounts have found that these men have spent on an average more than \$2,000—that is, all classes of men, the eleven-hundred-dollar men and the fifteen-hundred-dollar men. Now, in the eleven-hundred-dollar grade these men have been in the service on an average of five years, and the thirteen-hundred-dollar men seven years, and so on through the other grades.

Well, they have spent on an average of \$2,000, and the result of that is that every man—the average letter carrier, not every man—the average letter carrier is in debt, hopelessly in debt, and by hopelessly in debt I mean that he owes four or five hundred dollars, and when he is living up to his salary of \$1,500 he can never get out of debt.

Now, we have another proposition; we have the rent proposition. It is absolutely impossible to rent a house in Washington. If a man wants a house, or is dispossessed, as some have been—one instance in particular; over a year ago a man was forced out of his house; it was sold over his head, and he had to go and live with his brother-in-law, and he and his wife and two children had to live in one room for over a year. If you want to rent a house you have to buy somebody's furniture when they are leaving town, at an exorbitant price, in order to get that lease, or you can buy a house at an inflated value, paying \$1,000 down on a house that sells for \$5,000 and is worth \$3,000.

The questionnaire asked what outside work the men did. Last year they called for volunteers among the letter carriers to work on the clerical force. A great many of the letter carriers volunteered, but the office recognized the fact that they could not do this clerical work every night and carry their routes too, the work was from 6 to 10, and they were only allowed 2 or 3 nights a week. We have had men on the street cars, we have had musicians, in fact, every occupation in civil life. These men have worked on the outside, but they found they could not continue that, because they go to work in this city at 6 o'clock and get through at 4, and with these outside occupations they wouldn't get through until midnight, and that only gave them four or five hours rest. The wages on the outside averaged about 95 cents for skilled mechanics; bread-wagon drivers got \$50 a week; laundry and ice-cream drivers got \$35; the man who delivers milk to me gets \$55 a week; the man who delivers bread makes more than \$50 a week; the trashman makes more money than I do, and gentlemen, I can fill any of those jobs to-morrow, and I think any man of average education could.

I wish to thank you gentlemen for the privilege of appearing before you, and I know the courtesy you have extended us means we will receive due consideration at your hands.

(Mr. O'Neill submitted the following brief:)

BRIEF SUBMITTED BY MR. J. A. O'NEILL.

It is our purpose to go directly into the aims of your honorable body, and to aid you by means of facts and figures in arriving at a just conclusion concerning the urgency for an early and generous increase of pay for the letter carriers of Washington, D. C.

It is also our design to cite specific instances emphasizing to what extent the salaries now obtaining are inadequate in meeting current living expenses.

The following tables show the difference in hourly wage scale of mechanics, skilled, unskilled, and ordinary laborers, as compared with that of letter carriers:

Bricklayers, per hour	\$1. 00
Carpenters, per hour	. 87½
Cement workers, per hour	. 90
Lathers (wood), per hour	1. 00
Painters, per hour	. 87½
Paperhangers, per hour	. 87½
Plasterers, per hour	. 90
Plumbers, per hour	. 87½
Steamfitters, per hour	1. 00
Skilled laborers:	
Plumbers' helpers	. 50
Steamfitters' helpers	. 50
Ordinary laborers	. 50
Hodcarriers	. 62½
Plumbers' laborers, per hour	1. 00
Motormen, per hour	. 48-. 51
Conductors, per hour	. 48-. 51
Drivers:	
Milk wagon	per week 35. 00
Ice cream	do 38. 50
Ice cream helpers	do 31. 50
Bread wagon	do 50. 00
Laundry	do 35. 00

HOURLY WAGE SCALE OF LETTER CARRIERS.

Grade 1, 35 cents; grade 2, 38 cents; grade 3, 42 cents; grade 4, 45 cents; grade 5, 49 cents; grade 6, 52 cents.

Substitutes, 40 cents per hour for actual time employed.

To show the impossibility of striving to make the above table cope with present-day living standards, your attention is respectfully directed to the following 13 cases, culled at random from among the letter carriers of Washington, D. C. Case No. 1 is given in detail.

No. 1. Carrier, \$1,500 grade; married; six dependents:	Per year.
Food	\$1, 300
Clothing	250
Payment on home	240
Laundry	130
Shoes	100
Fuel	100
Light	50
Insurance	73
Taxes, etc	48
Doctor bill	50
Car fare	28
School	15
Church	25
Newspapers	7
Total	2, 396

Owes debts amounting to \$390.

Allows nothing for recreation and amusements.

No. 2. Carrier, \$1,500 grade; married; four dependents; annual expenditures, \$2,074.60.

No. 3. Carrier, \$1,500 grade; married; four dependents; annual expenditures, \$2,483.08. Income of \$180 per year from room rent. Going in debt on average of \$250 per year.

No. 4. Living expenses, fiscal year July 1, 1918, to July 1, 1919, \$2,856.05. Seven dependents. Salary and bonus, \$1,400; deficit, \$1,456.05.

No. 5. Carrier, \$1,300 grade; married; five dependents. Annual expenditures, \$1,674. In one year made 937 hours' overtime. At present owes hospital and doctor bills. Lost one child for lack of medical attention. Children at present are in need of dental work, medical attention for tonsils and eyes, and are delicate from lack of nourishing food. Special attention is directed to this case.

No. 6. Carrier, \$1,100 grade; wife; no children; annual expenditures, \$2,306.08.

No. 7. Carrier, \$1,100 grade; four dependents; annual expenditures, \$1,579.28.

No. 8. Carrier, \$1,100 grade; two dependents; annual expenses, \$1,549.

No. 9. Carrier, \$1,100 grade; four dependents; annual expenses, \$1,918.

No. 10. Carrier; \$1,100 grade; four dependents; annual expenses, \$1,950; owes doctor bills; owes for uniforms.

No. 11. Carrier, \$1,000 grade; married; three dependents. Annual expenses \$1,449.

No. 12. Carrier; married; six dependents. Annual expenses \$2,309.60.

No. 13. Temporary substitute; married; three dependents. Salary 40 cents per hour when employed. Average monthly pay \$50, or \$600 per annum. Besides with people-in-law, paying \$480 board per year. Will not take civil-service examination on account of inability to live on entrance salary of \$1,000 per year.

While time did not allow a canvass of the entire carrier force, the committee feels assured that the deplorable conditions noted in the foregoing cases are general.

This is wholly due to a wage scale based on old traditions; notwithstanding an 80 per cent increase in the cost of living in five years, letter carriers have only received a temporary increase of 25 per cent in 12 years.

It requires an income of \$1,800 to purchase the actual necessities of life for a family of five.

The average salary paid on October 1, 1919, was \$1,357 per year.

According to a late report of the Bureau of Statistics of the Department of Labor it requires, as stated above, \$1,800 a year to get actual necessities for a year for a family of five.

As a result the local post office is now in a serious situation due to wholesale resignations and a consequent lack of trained men.

Despite the fact that for almost a year weekly examinations have been held by the Civil Service Commission to fill vacancies in the post office at Washington, D. C., not more than 10 or 12 take advantage of the opportunity. Appointees resign in short order after comparing the pittance received with the work involved.

For the past three years the local post office has been unable to obtain a working quota of substitute carriers from the roster of eligibles. To counteract these undesirable conditions and to do full justice to all concerned, the committee recommends a reclassification law for letter carriers as follows:

First-grade salary, \$1,800; second-grade salary, \$2,100; third-grade salary, \$2,400. All promotions after one year's service in previous grade. That substitute carriers be paid at the rate of 80 cents an hour, with guaranteed earnings of not less than \$100 per month, and that the time spent as substitutes shall be reckoned as a factor in regulating the initial salary when appointed a regular carrier.

In summarizing we add that it is our firm belief that if these recommendations are not acceded to all efforts to place the post office on a prewar footing and attract capable and efficient men into the service will prove entirely futile.

Yours, truly,

JOHN A. O'NEILL, *Chairman.*
DENIS A. LANE,
HARRY S. BARRICK,
The Letter Carrier Committee.

BRIEF SUBMITTED BY WILLIAM H. BIRD, SCRANTON, PA.

I wish to submit to your honorable committee the following brief statement showing that the present wage of letter carriers is not sufficient to supply the actual necessities of life.

None of the carriers of our office have been able to live on their salaries during the past three years, some have been able to eke out an existence by working at other occupations evenings, holidays, Sundays, and during their vacations, but in doing this they have robbed themselves of the rest they badly needed, and are making themselves prematurely old; some have had to draw on whatever reserve fund they might have had, but all face a deficit ranging from \$300 to \$700; many have had to give up their life insurance; some have had to take their children out of school and put them to work, thus depriving their children of a chance to get an education, and of having an equal chance with their neighbors' children. Unless there is some relief soon others will have to do the same thing.

During the period of the war we all made sacrifices, and did all we could to "help the cause," and none did it more willingly than the postal employees; they stayed at their work, although all of them could have made far more money at other occupations. In addition to this many of them, on their own time, sold Liberty bonds and war stamps aggregating many thousands of dollars.

Under existing conditions postal employees can have none of the luxuries of life, neither can they have any of the pleasures such as is enjoyed by other people, because of insufficient salaries; few, if any, have been able to buy new furniture or other household supplies during the past four years, and as a consequence everything is decidedly shabby, and must be replaced soon, and at a cost of over 100 per cent greater than 10 years ago, with prices still soaring.

The amount of money expended for clothes by our carriers and their families during the postal fiscal year ending June 30, 1919, amounted to less than \$5 per capita. As this amount is very much less than they can be clothed for it shows that they are wearing all of their old clothes; perhaps some of them have been discarded long ago, and that new clothes will have to be procured in the near future, at prices 100 per cent greater than in 1907, with a promise (by the clothing and drygoods stores) of a 15 per cent advance on January 1, 1920.

Letter-carriers' uniforms have advanced 100 per cent since 1907, and will increase more than 10 per cent on November 1, 1919.

Coal prices have advanced more than 110 per cent in the last 12 years, and the coal sold to-day contains at least 20 per cent more impurities than that sold in 1907.

Doctors' services cost 100 per cent more than 12 years ago. This is a large item to letter carriers, as they are especially liable to sickness, being exposed to all kinds of weather.

The cost of food has advanced at least 100 per cent over the prices of 1907 while the prices on a few food articles are less than last July the general movement is upward, the cost of 22 principal articles of food is 93 per cent higher in our town now than in 1913. See report of United States Department of Labor. The above-mentioned articles are: Sirloin steak, round steak, rib roast, plate boiling beef, pork chops, bacon, hens, milk, butter, cheese, eggs, bread, flour, cornmeal, rice, potatoes, sugar, tea, and coffee.

A Federal board of inquiry has found that a family of five can not live on less than \$1,800 per annum. This covers bare living expenses of the average family and leaves nothing for proper education of our children, nothing to put aside to be used in case of sickness (which we certainly have our share of), nothing for pleasure, and nothing for use in our old age, to ease us along to the grave. Postal workers of this great Government are certainly entitled to something more than a bare living.

We are certainly "up against it," and earnestly solicit your help.

BRIEF SUBMITTED BY CHARLES H. GRAY ON BEHALF OF THE LETTER CARRIERS OF ROANOKE, VA.

After passing the required civil service examination and receiving a sufficient rating, an applicant is certified from the eligible list and appointed a substitute carrier. The duties of a substitute are varied and uncertain. There is no regular salary and an uncertain income.

After a period of substitution and a probation period of six months, a man is appointed a regular carrier at an entrance salary of \$800 (temporarily \$1,000) per year.

The duties of a carrier are arduous, laborious, and monotonous, carriers taking out heavy loads in any and all kinds of weather. No matter how cold, hot or how hard it rains or snows the carrier is expected to be and is always on the job. No private corporation employing as many men can show anything like as good record as is shown by the records of the carriers, especially when it is considered that to shoulder 50, 75, or 100 pounds and start out with it is no easy task for a man.

After the termination of the day's work a carrier is exhausted, and is unfit to employ his afternoons in extra work to increase his income, or in pleasure or study. Therefore, it is necessary for him to earn enough during his day's work to live. Often clerks and men in other walks of life whose work is not so strenuous can work extra hours at their regular work or in other positions, thereby increasing their income. Not so with the carrier. Eight hours with a load on his back has unfitted him for further efforts.

Congress has seen fit to pass laws granting vacations and holidays to the carriers, but of recent years where it is at all possible, those on duty do the work of those on vacation and invariably work harder in the summer than in the winter months. Eight hours of substitution for vacation would remedy this. The practice is to double up and eliminate delivery trips and in many instances no additional help is allowed.

In addition to the severe mental and physical test of a carrier there are varied responsibilities. Millions of dollars in money, likewise millions in negotiable securities and valuable packages pass through the mails with almost a negligible amount of loss. Then the carrier is himself responsible for the safe handling of this mail and must pay for such losses as an inspector sees fit to charge up to him.

Besides the delivery of ordinary mail there are the following special classes which require extra and careful attention the improper handling of which may mean great loss to the addressee: Registered mail, pension checks, allotment checks, also special, official and confidential inquiries of various kinds requiring tact and discretion in their treatment.

It is a mistaken idea of the clerks that they should be a higher type of men than the carrier. Rather the opposite. It is true that the carrier goes out laden with loads that sometimes make him look like a beast of burden, but at the same time he is performing work all the time, in addition to carrying his load, as difficult as any which falls to the lot of the clerk.

Letter carriers, as representatives of the Government, are obliged to conduct themselves at all times in a manner which will reflect credit upon the service. In fact, the reputation of the Postal Service is largely made by the letter carrier. He meets all the people face to face each day and his ability, tact, sense, and judgment in handling all the different classes and types of people and keeping them satisfied with the service goes far in keeping down complaints. Therefore, it is necessary to have as carriers a high class of men—men with education and honor—to meet the various requirements, and to do this, there must be an increase in salaries. There is no other class of postal employees who come in such close contact every day with the public and require such a high standard of intelligence.

Carriers must meet their obligations promptly, live decently, and while on duty present a neat appearance in uniforms purchased out of their own salary. These uniforms have increased 100 per cent in the past five years. They must possess and wear other apparel which the ordinary citizen does not require, and their financial outlay in this respect is far in excess of that of post-office clerks or that of employees in other occupations.

It seems hardly necessary to mention the increase in the cost of living to a committee of Congress. But the fact that it has doubled in the past five years, mechanics of all classes having had their salaries increased enormously to meet the conditions, even common labor having been and is now being paid more than postal employees, it becomes necessary to emphasize the needs of this class of Government employees.

In nearly all trades and occupations, other than postal employees, workmen are now paid time-and-one-half or double time for overtime, having an additional greater opportunity for better conditions. In many instances, in order to meet expenses, the wife and children are compelled to work. Many have

had to sell their Liberty bonds and draw on their savings of former years or go in debt to meet expenses.

The head of a family ought to receive a salary sufficient to support his children until they have passed school age.

Government investigations have found that it requires \$2,500 per year to keep the average family.

Careful investigations of the present conditions prove that a salary of \$1,500 per year is not sufficient to maintain the average family if they are to live as decent citizens of the United States ought and desire to live.

The CHAIRMAN. I want to say that at 12 o'clock the post-office bill is to be taken up, which provides for an increase for the postal employees. Of course, you would rather have us over there than here, so I am going to take the liberty of not hearing these other gentlemen here, and if they have anything they want to say, they can file it with the clerk. Now, we will hear the rural carriers at 2 o'clock and the commission stands adjourned until that time.

(Whereupon, at 12 o'clock noon, the committee recessed until 2 o'clock p. m. this day).

AFTER RECESS.

The commission met, pursuant to recess, at 2.20 p. m., Hon. John H. Bankhead presiding.

The CHAIRMAN. We will continue these hearings by giving the Rural Delivery Service an opportunity to present their case to the commission. I am going to ask Mr. W. W. Hunt, of Greenville, Pa., to speak. According to the program, Mr. Hunt has 10 minutes.

RURAL DELIVERY CARRIERS.

STATEMENT OF MR. W. W. HUNT, GREENVILLE, PA.

Mr. HUNT. Mr. Chairman and gentlemen of the commission, I am representing the Pennsylvania rural letter carriers, and no doubt a great deal that I say will be just repetition of what you have already heard, but perhaps I may be able to strengthen some of the things already stated, or give you some new thought. I am not going to take up your time by talking about the high cost of living and the resignations in the service and the inefficiency of the service, because you have heard all about that. What applies to the city carrier applies also to the rural-carrier situation.

I will also say this: That I am not going to say one word that will carry the impression that I am opposed to a good increase in salary for the other men, because I am not, but if their condition is such that it is necessary to have an increase in salary to make a decent living, what is the condition of the rural carriers? Their condition is, to a certain extent, pitiful.

I wish to call your attention, first, to what has sometimes been called unjust discrimination against the rural carriers in legislation. By that term I do not mean to create the idea that we think our friends in either branch of Congress have been unkind to us, or that the department officials have wronged us, or anything of the kind, but we believe they have never been able to quite understand just what the rural carrier was up against. In the first place, our basic salary for a 24-mile route is \$1,200 a year. At the present time we have a bonus amounting to \$300—amounting in all to \$1,500 for this year. That is somewhere near the city carriers' salary, but

in addition to that, we have an item that varies from six to seven, and even as high as eight hundred dollars, in expenses, which the city carriers do not have, and our object in coming before you at this time is to ask you to recommend such legislation as will put us on an equal footing with the city carrier.

I wish to call your attention to a letter I received not long ago from a carrier in Bradford, Pa., in which he stated he had a 24-mile route, which at that time—previous to July 1—was paying \$1,440 a year, out of which he was paying nearly \$700 to maintain his equipment, leaving him about \$700 for his work. Right beside him, where they could touch elbows almost, was a mounted city carrier who was drawing \$1,500 a year and receiving an allowance of \$1,050 to maintain his equipment, making him \$2,550 for practically the same service as the rural carrier was getting \$1,440. That is why it has sometimes been termed unjust discrimination against the rural carrier, which, of course, we do not say is intentional. The statement has often been made that the income did not pay expenses—the increase from that source did not pay the expenses of the service; that the increase in revenues that came about by the establishment of the rural services was not very much. I would not dispute that, but I think you will concede that the additional revenues brought in from the rural service are fully as great, in each community, if not greater, than when city service is first established in a town when it gets large enough for that service—large enough to have it established.

I think that a man who lives 5 or 10 minutes' walk from the post office is just as apt to do as much mail business before the establishment of a service that brings it to his door as he is afterwards. He certainly is more apt than the man who lives 5 or 6 miles out in the country and can not get to the post office more than once a week or once every two weeks. There is a point where I think the city service is just as lacking in bringing about any increase in business as is the rural service.

Along this line, I will say that the rural carrier does a lot of work for which he is given no credit. I wish to call your attention to the counting and weighing of the mail on which the postage is computed on the mail matter we deliver and collect. That is done in July of each year. That is done at the very lowest ebb of the postal business, and that is the only record we have of the postage on the mail delivered and collected.

Mr. ROUSE. That has nothing to do with your salary.

Mr. HUNT. No; but the argument is made that we are not paying expenses, and it is based on that count. Another thing that the rural service receives no credit for is the second-class matter. That is not counted in our counting period. No count is made of the postage on second-class matter.

Mr. ROUSE. Is it your opinion that postage on second-class matter should be increased?

Mr. HUNT. I wouldn't like to declare myself on that particular.

Mr. ROUSE. You know that if Congress gives to the employees an increased salary, they have got to make some arrangement to get that revenue. What suggestion would you make to this commission?

Mr. HUNT. If I was to make a suggestion along that line, I would suggest the restoration of the 3-cent postage on letters. I think it would work out to a better advantage to all concerned.

Mr. ROUSE. And let the postage on second-class matter remain as it is?

Mr. HUNT. I think I would. It would be an advantage to the farmer, because it brings the daily papers to him at a less price than if the postage was increased.

Mr. MOON. Do you think any class of mail should be carried for less than half the cost of transportation?

Mr. HUNT. No.

Mr. MOON. Then you wouldn't think that second-class mail should remain at the same figure.

Mr. HUNT. I would qualify that statement and make it all classes of mail. It seems to me, on first-class mail, if the postage was increased to 3 cents, that the revenue derived from that source would offset the deficiency in the second-class mail.

Mr. ROUSE. What is the difference in the cost of transporting first-class mail and second-class mail? Do you know what that is?

Mr. HUNT. No, sir; I do not.

Mr. MOON. Do you think that the people ought to pay 3 cents a ounce, or 48 cents a pound, for carrying that mail when newspapers and magazines pay less than 2 cents?

Mr. HUNT. I look at it in this way—that the consumers have to pay for it anyway. The cost of the newspapers to the farmers at the present time is as high as they can stand. It seems to me if the postage rate was raised they would have to pay more for their paper.

The CHAIRMAN. The rate on papers isn't so material as on the magazines. The farmers get their papers free as far as that is concerned.

Mr. HUNT. The daily papers from the city are an item. There are practically no dailies in the country.

Mr. MOON. You put the burden on the masses of people who send mail, instead of making the magazines pay something like what it costs to carry it, would you?

Mr. HUNT. I would say that I have never taken that matter into consideration very much.

The CHAIRMAN. That hasn't very much to do with the pay of the rural carrier, has it?

Mr. HUNT. No; not very much.

Mr. MOON. But it has a great deal to do with where we are going to get the money to pay the rural carriers.

Mr. HUNT. Another thing I want to call attention to that the rural carrier doesn't get any credit for is the delivery of relay mail to the city carriers—out to the storage boxes along the street. Undoubtedly that work saves the department thousands of dollars in extra help in the city service. The rural carrier gets no credit for it and he gets no pay for it.

Mr. ROUSE. Do you perform any of that work?

Mr. HUNT. I do.

Mr. ROUSE. Do you object to doing that work?

Mr. HUNT. Not what I do; but I know of carriers who have their carriage full, and I know of carriers who have to walk out to these boxes to find room for this mail in the wagon, and it certainly saves

the department a lot of money. We have seven carriers from our office and six of them deliver that mail. I don't think any of them carry it to exceed half a mile, and probably it won't average over perhaps 50 pounds a day.

Mr. ROUSE. How many miles do you travel a day?

Mr. HUNT. Twenty-eight and one-tenth miles.

Mr. ROUSE. What kind of a vehicle?

Mr. HUNT. Horse and wagon.

Mr. ROUSE. You couldn't use an automobile?

Mr. HUNT. I could a few months in the year, but I find it would not be to any advantage in the expense. That question brings up to the point about automobiles——

Mr. MOON (interposing). Let me ask you this: What is your salary now?

Mr. HUNT. Fifteen hundred and ninety-six dollars, including bonus.

Mr. MOON. What was your salary in January, 1914?

Mr. HUNT. Twelve hundred dollars. No; eleven hundred dollars.

Mr. MOON. You have got an increase from eleven to fifteen hundred dollars?

Mr. HUNT. I think that is when the routes were lengthened. At that time I had a 24-mile route. Now I have 28.10 miles.

Mr. MOON. What would you get now for a 24-mile route?

Mr. HUNT. Fifteen hundred dollars.

Mr. MOON. And you drew eleven hundred in 1914?

Mr. HUNT. Yes, sir.

Mr. MOON. You have had an increase of \$400 in four years.

Mr. HUNT. I think in 1914 the law was enacted giving us \$1,200. We were getting \$1,100 then.

The CHAIRMAN. Do you use one horse or two?

Mr. HUNT. Two horses; it is impossible to do the work with one horse. I wish also to call your attention to the extra mileage above 24 miles. In Pennsylvania I think that 90 per cent of the carriers would prefer a 24-mile route to the extra mileage, even if they were given the full rate of pay for the extra.

Mr. ROUSE. How would you serve the people on the extra miles?

Mr. HUNT. When the routes were lengthened out, the service was curtailed. There were 11 routes taken out of our county and the work put on the other carriers.

Mr. ROUSE. How many hours do you spend on your route?

Mr. HUNT. I think that the time averaged in my questionnaire was a little more than eight hours on the route.

Mr. ROUSE. That doesn't include separating your mail or making a report when you come in?

Mr. HUNT. I am making that approximate; I don't remember just the time. In the summer time, we are through sooner, and in the winter time we are often 10 or 12 hours on the route.

Mr. ROUSE. Do any of these routes out of your office use an automobile?

Mr. HUNT. Yes, sir.

Mr. ROUSE. How many miles do they have?

Mr. HUNT. Practically the same length.

Mr. ROUSE. How many hours does it take them to serve their patrons?

Mr. HUNT. Usually four or five hours on the route. What I say about my post office is probably true all over Pennsylvania. We could use an automobile probably six months in the year; some years, not more than five. This year we didn't get to using automobiles until about the first of June on account of the mud, but the automobile, in our section, is of no advantage whatever except that it saves a little time. A man must invest more money and his expenses are more with an automobile than with a horse. He simply gets in a little bit earlier, and it seems to me if he wants to go to that extra expense he should not be penalized for it.

The CHAIRMAN. How many boxes are there on your route?

Mr. HUNT. One hundred and twenty-six.

The CHAIRMAN. Approximately how long does it take you to serve each box? Suppose you had mail to deliver to each box, what length of time would you say it would take?

Mr. HUNT. I would estimate seven hours.

The CHAIRMAN. I don't mean that. I mean each box.

Mr. HUNT. That would be a hard question to answer.

The CHAIRMAN. I know you can't answer exactly. What I want to know is, your route is so long and it takes so long to travel it. I would like to know how long you are traveling; how long you are using the team?

Mr. HUNT. The service of the boxes doesn't require more than a half minute or three-quarters of a minute to stop the horse and put the mail in. If you have to sell stamps or issue a money order, it will take, perhaps, five minutes or more.

The CHAIRMAN. What I was trying to get at is how many miles an hour you will have to travel while you are traveling. That would give some idea.

Mr. HUNT. Approximately 4 miles an hour.

The CHAIRMAN. Going straight along?

Mr. HUNT. Going straight along.

The CHAIRMAN. Then it would take you two hours to serve your boxes?

Mr. HUNT. I would say about that.

The CHAIRMAN. You would have to drive at least 5 miles.

Mr. HUNT. Another point I wish to call attention to is the extra mileage. The last mile on the route is the hard mile, gentlemen, when the horse is exhausted, or nearly so, and the man, too, and he is still 4 or 5 miles from home. They are the hardest miles he has got, and they take more out of his equipment than any other miles on the route, yet we are only getting \$24 for these extra miles, and I believe that such a ruling creates a tendency to lengthen routes to an undue length in the matter of economy. Another point I wish to call your attention to is the deductions of pay when a man is not able to serve his full route. That, it seems to me, should be left absolutely to the discretion of the postmasters. You can rest assured if the people are not getting reasonably good service, that they are going to kick to the postmaster. But if conditions are such, as they often are, that a man can not serve his route in a day, and in serving part of it he does, perhaps, more work than he would ordinarily do

in two days, and he comes in and his pay is reduced because he doesn't get all over his route, it doesn't seem right. Sometimes he doesn't get in until after dark with no more than half his route served. I believe that has a tendency to make the rural carrier dishonest, because if he has done a big day's work and knows he won't get more than a half day's pay, he knows he had better say nothing about it.

The CHAIRMAN. He is apt to fudge.

Mr. HUNT. Speaking personally, I had a little instance of that myself. I went out on my route, got into a snow bank and was thrown out of the sleigh and hurt to an extent that I was sick and couldn't complete the route. I went back home and said to the postmaster, "I will stay here in the office, and if anybody comes into the office I will give the mail out to them if I possibly can." I stayed at the office all the day and I put all the facts in my report and it went to the department, and about six months' later a letter came from the department asking the postmaster to deduct \$2.46 from my next month's check. Those things can not be avoided. It was nobody's fault, and yet it was the law to deduct that from me.

You hear so much about the carriers being able to make a trip in 3 or 4 hours, but you don't hear so very much about the 8, 9, or 10 hour trips in the bitter cold. We had a carrier in our county three or four years ago that actually froze to death on his route. I was out in the same storm myself.

Senator McKELLAR. Where are you from?

Mr. HUNT. Greenville, Pa.

The CHAIRMAN. I am sorry to interrupt you, but your time is up.

Mr. HUNT. I have a brief partly prepared; I will file that with your secretary after I get home.

(Mr. Hunt subsequently filed the following paper:)

STATEMENT FILED BY MR. W. W. HUNT, GREENVILLE, PA.

I wish to add the following brief to the statements made before you on October 9, 1919. The statement calling your attention to the wide difference between the net salary of the rural carrier and that of the city carrier is, to my mind, the strongest argument in favor of an increase in salary for the rural carriers. I call your attention to the fact that the rural carrier is required to pass exactly the same civil-service examination and to measure up to the city carrier in education and intelligence. His duties require even more clerical work than do those of the city carrier. He must sell money orders, register letters, sell stamps, receive C. O. D. packages, deliver and collect for them; in short, he must conduct a post office on wheels, and practically any business which can be done at the post office can be transacted with the rural carrier. The rural carrier is exposed to all sort of weather conditions and must make his trip every day, if possible. He can not quit when he has worked eight hours and he gets no pay for overtime. I ask you, gentlemen, is it fair to ask the rural carrier to perform his duties for the same or less salary than the city carrier and then compel him to pay half that salary for the maintenance of an equipment to do the work, and at the same time pay the city carrier who uses a horse (mounted carriers, as they are called) ample funds to maintain their equipment. The city carriers and clerks are clamoring for more pay, and I think it is conceded by most people that they should have it, but before they are entitled to another cent of pay I believe that the 44,000 rural carriers in the United States, who are working for practically one-half the salary of the city carrier, are entitled to consideration. I appeal to your sense of fairness, gentlemen, and ask you to recommend such legislation as will place the rural carrier on an equal footing with his city brother.

To illustrate the condition of the rural carrier at the present time, I call your attention to a letter just received from a carrier in an adjoining county in which he gives an itemized statement of his living expenses, including maintenance of equipment, during the past year, and they amount to \$2,067.18. Salary, \$1,524, leaving \$543.18 to be earned after working hours or else go behind that much. Another gives his living expenses and upkeep at \$1,973.68, but does not state salary. Another states that he sold a small farm a few years ago and entered the rural service, had \$1,800 in cash when he started, all of which is now gone and he is \$900 in debt. Another states that his wife is obliged to take in washing in order to make a living for the family. Is it any wonder that there are so many resignations and that it is so hard to get carriers to fill vacancies?

Regarding postage rates and the raising of revenues to carry on the Postal Service, my answers to these questions were not intended as authoritative. I have never given the matter sufficient study to enable me to answer with any degree of accuracy. I consider that is outside my scope of duty.

Considering the delivery of relay mail belonging to the city carriers to storage boxes located along the route, while in some cases the work is not so hard, but there is this point to consider: the heaviest load comes when the rural carrier has a heavy load of his own mail, and in bad roads he needs to get away as early as possible, and if compelled to wait for the city carrier's sack of mail he is delayed in getting started, and must also stop and unlock the storage box and lock it again. This work undoubtedly saves the department a large amount of money in the city service, but as it is done by the rural carriers, they should be paid a reasonable amount for doing it. This could be done by allowing each office where such service is performed a certain amount of money for that service, to be divided in an equitable manner by the postmaster among the carriers performing the service. As stated in my remarks before you, the use of automobiles in my State is not worth consideration, as they can only be used a few months in the year, and their use calls for extra expense, and therefore the fact that those who use them can make their trips in shorter time than with horse-drawn vehicle should not be considered. Where climatic and road conditions are such that a motor car can be used the year around, the present law covering motor routes solves the problem.

The plan of paying rural carriers on a basis of the amount of mail handled has been suggested as the proper basis. In regard to this plan I would say that the item of upkeep expense, to my mind, makes it impractical, as a general rule. The carrier driving 24 or more miles and handling eight or ten thousand pieces of mail a month has the same expense for upkeep as does the carrier handling 20,000 pieces; the only difference would be the time required to route the mail, and that would depend a great deal upon the kind of mail it was. A carrier might route 20,000 pieces of one kind of mail as quickly as he could 15 pieces of another kind.

There are, however, cases where a carrier has a very heavy mail on a short route, a route below standard length and therefore not entitled to full pay of a standard route. Some provision should be made for the relief of such carriers where it is shown that they are doing as much or more than the average standard carrier, or an amount of work in excess of the average route of that length. I think that the amount of excess pay could best be computed by the local postmaster. He is the man on the ground and more conversant with the facts than anyone else, and would be in a position to recommend such excess compensation as would be fair to the carrier and the department.

I call your attention to the fact that the rural carrier is paid \$24 per mile for each mile traveled in excess of a standard route of 24 miles. I believe that the most efficient service can be given on routes not exceeding 24 miles in length. Longer routes require an excessive burden upon the horse at a time when he is least able to do the work, being tired from the long day's drive. Routes 24 miles in length are as long as can be served efficiently every day in the year without overworking a horse. But if it is necessary for any reason to make the routes longer than 24 miles the carrier should be paid pro rata. It is worth just as much to carry the last mile as it is the first.

As stated in my remarks before you, I believe that the matter of deductions in pay of carriers when entire route is not covered should be left to the discretion of the local postmaster, who knows the conditions better than anyone else. If a carrier willfully shirks his duty he should be penalized for so doing. But if he makes an honest effort to cover his entire route and is unable to do

so on account of conditions over which he has no control he should not be penalized, especially as the effort he has made in covering part of his route under such conditions is usually greater than would have been required to cover the entire route under normal conditions.

In consideration of the above statements I ask you to recommend the following salary legislation for rural letter carriers on horse-drawn routes, and a proportionate salary for motor routes. Entrance salary, \$1,500 per annum on standard routes of 24 miles; extra mileage at same rate per mile. A gradation of \$100 per year for three years; \$600 per annum for maintenance of equipment; extra pay for relay and lock-pouch mail, and no deductions in pay for inability to cover routes.

I notice that some carriers favor a plan whereby the department shall pay the exact amount of upkeep of equipment. It seems to me that such a plan would involve a lot of clerical work and unnecessary expense. While there is some difference in the cost of horse feed in different sections at a given time, I think that, taking one year with another, it will not amount to much, and therefore I believe that a flat rate of allowance for upkeep would be the best plan. I believe that \$600 a year would be a fair allowance; surely it is not too high, and probably less than the majority are obliged to pay; yet I think the carriers, as a whole, would be satisfied with that amount.

STATEMENT OF MR. F. J. BARCROFT, VIRGINIA BEACH, VA.

Mr. BARCROFT. Gentlemen of the commission, in appearing before you on behalf of the 1,100 carriers in Virginia and the forty-odd thousand carriers in the United States, I want you to feel that I am not appearing before you as a man asking alms or as a sinner asking charity, but as a laboring man asking justice. We are a class of men who perform arduous duties under adverse conditions, and if you gentlemen were fully conversant with them I am sure you would not think that one thing we are asking for is in excess of what we deserve.

If you will allow me to digress, I made my departure from home yesterday. I had made all preparations to attend this meeting here before you gentlemen on behalf of my fellow carriers. I had a horse that was taken severely ill with spinal meningitis. I live at Virginia Beach, about 18 miles from Norfolk. I phoned to the city and got the services of a veterinary. He came up and labored very faithfully—I in conjunction with him—until just a few minutes before my train time, when I left, so that I could catch the train and appear before you gentlemen. When I left, my horse was lying on the ground, apparently lifeless, and, in the opinion of the veterinary, would be dead probably before I reached the city of Norfolk. That horse entails a loss to me of about \$150, which it is necessary for me to replace on my return to my vocation. In the circumstances under which I have been laboring during the past few years, it will be a hardship for me to replace that horse. I think if you were familiar with our conditions you would not think that we are asking anything unreasonable.

If you would give us an entrance salary of \$1,500 a year, I think it would be what is justly due us. As to maintenance allowance, give us an allowance that will not penalize us for performing the duties of the Government—the duties the Government places upon us—and I think we will be thankful to you and consider ourselves in a measure justly paid. There isn't a branch of the service that I know that performs work for the Government that is penalized to the same extent that the rural carriers are.

We are getting a salary, say, of \$1,500 on a standard route of 24 miles, which includes our bonus. If we work overtime—and I mean by overtime if we traverse a route in excess of 24 miles—instead of being paid overtime in excess of the regular work we perform we are penalized to the extent that we have a deduction made for every extra mile of the difference between \$62.50, which is the regular rate per mile for the regular route, and if we have to cover a longer distance you make a deduction of the difference between \$62.50 and \$24. I ask you, gentlemen, in all justice is that right?

We are working, the same as any other laborer, overtime. The longer the road and the more miles the more arduous our task becomes. Then we have our team to care for, and in addition we have to keep our equipment in up-to-date order. No man is merciless enough to perform his duties for the Government and then come home with his team, throw the lines over the dashboard and say to the horse, "You have performed your duties; now go shift for yourself." We have to curry and groom our horses, feed and water them, and care for them, and that is as much performing our duties as when we are in our offices and on the route. We are performing our duties when we traverse the distance from our homes to the office as much as when we are performing the work in that office. In the interval between the time when we leave home and on returning we are performing our duties, just as much as when we are performing the duties imposed upon us in the office. After we get home frequently we are tired and worn out, but we have our team to care for. It has to be stabled, fed, and watered. All these hours that we put in do not appear on our report. You gentlemen don't understand that situation. You see a report that states that we report at the office at 9, leave at 9.50, return at 5.40, close at 6, and that is all that is stated. Frequently when we leave at 6 we have 2 miles to drive to get home. Then after we get home we have to care for our teams—water and feed it.

All these things enter into our daily occupation just as much as though we were in the office performing our duties, and while we are making no claim for that outside work we are performing, at the same time we do think, in justice to ourselves, that it should be brought to your attention, and we think we should be given some consideration for this labor that we have to perform in order to get in condition to do our duties and do them accurately and well.

Senator McKELLAR. What is the length of your route?

Mr. BARCROFT. Thirty-five and twenty-four hundredths miles; I have a triweekly route.

Senator McKELLAR. How many horses have you?

Mr. BARCROFT. Two; I drive double every trip.

Senator McKELLAR. And one wagon?

Mr. BARCROFT. I have a wagon and a cart. There are times when I can not use a wagon, and I drive a two-wheeled cart.

Senator McKELLAR. How many hours a day are required to serve your route?

Mr. BARCROFT. Usually 9 or 10; sometimes 15 or 16, and frequently I do not return until the next day.

Senator McKELLAR. What do you get?

Mr. BARCROFT. I get, including bonus, \$1,182.

Senator McKELLAR. How much does it cost you to keep your team?

Mr. BARCROFT. On an average of \$65 a month for the two horses.

Senator McKELLAR. Let me ask you one other question. It takes nine hours a day three days, and you have the other three days off?

Mr. BARCROFT. I have the other three days to work on my equipment. There is a condition on my route where it means, on account of those unusual conditions, replacement of my gear every three months. Last summer I had an entire new equipment; this October 8th, I made an order for replacement of the gear. That is due entirely to the salt water conditions under which I perform my labors. My route is on the sea coast and it traverses the Virginia beach, right on the coast. If you gentlemen know anything at all about the action of salt water, you know that it is of such a corrosive nature that all the iron bolts and iron parts have to be replaced. That is an unusual condition that exists with me, and I do not have anything to say in that connection as prevailing with the other carriers, but I want to assure you that in individual cases, even, there are lots of things that arise that you gentlemen are not conversant with, and those things, I think, should have some consideration.

What I would lay stress on is that you give us some equipment allowance. If you give us a salary, do not take 50, or 60, or 75 per cent of that salary away to make us perform the duties you impose upon us. If you are going to pay us, pay us a salary that we are going to have some assurance that we will receive net, and not be at the mercy of the whims of the feed man, and the blacksmith, and the harnessmaker for replacement of articles used in the service of the Government. I ask you gentlemen, any of you, if you were to accept a job for twelve hundred dollars tomorrow, and then the employer would impose upon you an expenditure of seven hundred dollars of that twelve hundred dollars to perform your duties, do you think he would be treating you exactly right?

Mr. STEENERSON. Who do you think could get the feed and the blacksmith work cheaper, the United States or yourself?

Mr. BARCROFT. That is a hard question. It is a hard proposition. I think, if you will allow me to express an individual opinion, the rural carrier can, because I think the tendency always is to put it over on the Government whenever occasion arises, and I think if you gave us a compensation that would be somewhere commensurate with the expenditure we put on our equipment, it would help us more than any one item you could give us.

BRIEF SUBMITTED BY FRED J. BARCROFT FOR THE RURAL CARRIERS OF VIRGINIA.

In presenting what requests I wish to make on behalf of my fellow carriers of the State of Virginia, I shall try to be brief, and state in as few words as possible what I construe to be the desires of a large majority of the carriers whom I have the honor to represent.

First, we would ask for an entrance salary of \$1,500 for a standard route of 24 miles, with the same pay for mileage over standard, as is deducted for less than standard.

Give us an equipment allowance of \$600 on standard routes, and fix an allowance in proportion for routes above and below standard.

We would also ask for just compensation for carriers who carry lock pouch, loop route, or city carriers' mail compensation based on weight and distance for which same is carried.

While there are many things pertaining to our work which we feel are justly entitled to consideration in fixing our compensation, we feel that to dwell

upon them a length would impose upon you gentlemen, and we therefore ask that you give due consideration to the few requests that have been made in this brief, and we feel sure that after looking at the matter simply from a standpoint of common justice to a hard-working, faithful, competent set of Government employees, you will see the necessity for granting our request. Our brother carriers in the city service who are doing work similar to ours, although not near so arduous, who do not suffer the exposure or road conditions under which we have to labor, do not perform the many tasks of issuing money orders, registering, or insuring mail, receive full pay for all equipment expenses, while we who perform all these tasks mentioned, and many others not enumerated here are compelled to take from our insufficient salary to the extent of about 60 per cent of the entire amount to maintain our equipment, after we have furnished same for use of the Government in the discharge of our duties.

Gentlemen, I ask, in all fairness and justice, grant us an adequate equipment allowance, and I feel sure, that after your very hard and difficult task has been brought to a conclusion, you can each say from your hearts in all sincerity and truth that you have rendered a just verdict to the faithful, loyal, hard working rural carriers of this, the grandest Government on the face of the globe.

I wish to thank you gentlemen for your kind patience and uniform courtesy on the occasion on which we have had to approach you.

STATEMENT OF MR. FRED. S. RUSSELL, CHESTERTOWN, MD.

Mr. RUSSELL. Mr. Chairman and honorable members of the board. I do not think there is very much left for me to say.

Senator McKELLAR. Where are you from?

Mr. RUSSELL. Chestertown, Md. I do feel that these carriers who serve loop routes or deliver pouch mail should have extra compensation for their labor.

The CHAIRMAN. It has been authorized, has it not?

Mr. RUSSELL. Some of them do not get it.

Senator McKELLAR. What is the length of your route?

Mr. RUSSELL. Twenty-five and nine-tenths miles.

Senator McKELLAR. And your compensation is how much?

Mr. RUSSELL. Fifteen hundred and forty-eight dollars.

Senator McKELLAR. How many are in your family?

Mr. RUSSELL. Well, in my immediate family there are four. I have an invalid brother and sister and help to support them; but that is not in my immediate family.

Senator McKELLAR. How much of your time is taken up in carrying mail?

Mr. RUSSELL. Well, on the route it is an average of four and a half to five hours a day. In the office, performing my duties prior to going out, and after returning, I am frank to say about six and one-half hours a day altogether. It takes one to two hours a day keeping equipment in shape.

The CHAIRMAN. You don't mean to say that you make that route with horses?

Mr. RUSSELL. No, sir; I use an automobile about eight months of the year.

Senator McKELLAR. Do you keep an automobile and horses, too?

Mr. RUSSELL. I did keep a horse until I found I could economize a bit by hiring a horse. I can hire a horse during the winter months at \$2.50 a day, furnishing the harness and wagon. I do that for about three months of the year. I figured that that was cheaper for me than keeping a horse all the year round.

Senator McKellar. So you just keep and maintain an automobile for about nine months of the year, and then the other time you hire a team?

Mr. Russell. Yes, sir. There have been times when I used a horse four months.

Senator McKellar. Are you enabled to engage in any other business?

Mr. Russell. Yes, sir; I do.

Senator McKellar. What kind of business?

Mr. Russell. I get my mail at noon. In the morning, I have a brother who runs a newspaper. I am a printer by trade, and I assist him before going to the post office. I get in an hour or two there a day. Then I am happily situated in other respects, because of my brother. He runs a moving picture theater, and at night when I am able to get back in time from my work I assist him there and get a little compensation for that.

We have carriers in my State—there is one about 12 miles from my home office, serving an intermediate post office, lock-pouch mail, a distance of about 5 miles, for which he gets no compensation. That is an extra burden he should be compensated for. We have two routes out of Westminster who serve loop routes, a distance of 6 and 8 miles, that they get no compensation for. That is another burden that is placed on the rural carrier for which they get no compensation.

Still another burden on the rural carrier that the city carriers do not have is the C. O. D. system. Of course, I can not recommend anything to you gentlemen about revision of the C. O. D. system, but about a week ago I was obliged to drive about a mile off my route with a C. O. D. package. This party for whom it was intended was not home. I asked his wife to take the package. The amount due on it was twenty-one dollars and something, and she said, "I haven't got the money; can't you leave the package?"

Mr. Moon. Ought there be any difference between the pay of a carrier who traverses level country with an automobile and can perform his duties in four or five hours a day and a carrier who has the same length of route in a mountainous, rough country, where it would take him 9 or 10 hours a day to serve it?

Mr. Russell. I would say yes, personally. Yes, sir. That is the way I feel about it.

Mr. Moon. How much difference ought there to be?

Mr. Russell. It should be a pro rata per hour for the extra service.

Mr. Moon. You would then reduce the man with the automobile to about half what the other man would get, so far as compensation outside of maintenance of the team is concerned, wouldn't you?

Mr. Russell. I don't just get you.

Mr. Moon. I say that a man who has an automobile has to keep that up and the man who has a wagon and a team has to keep that up, but it takes the man with the wagon about nine hours and the man with the automobile about four hours a day.

Mr. Russell. There are automobiles that travel these hilly countries, too.

Mr. Moon. I know they do, but some of them have very level countries. The point that I wanted to make is that you stated a man ought to be paid according to the service they render and the expense

they incur. Now, there is a good deal of difference in the length of time necessary to perform that service by one method and the other and there may be some difference—I don't know which way—in the expense incurred, but that can all be considered and met in fixing the compensation.

Mr. RUSSELL. I would say, personally; yes, sir. I feel that is the just way. It is not my privilege to say how you gentlemen should fix this, but it is my belief that it should be an allowance of so much per mile. Our national convention asked for \$600, regardless as to mileage, but I believe a man traveling 36 miles, or even 30, should have more than a man serving 24. I have practically 24 miles.

Mr. MOON. Is that regardless of the country he travels over and the method of traveling?

Mr. RUSSELL. Yes, sir. I figure in my State, from the figures I have been able to obtain, that it is approximately 11 cents a mile for an automobile, and for a horse about 10 cents a mile, so that the difference in the expense of the two methods of conveyance is about equal.

Mr. MOON. Is what?

Mr. RUSSELL. Practically equal.

Mr. MOON. You wouldn't make any difference with regard to the means of transportation employed; you wouldn't make any difference due to the fact that one man has about nine hours to perform his duties? You would make that the same as a man on a level route?

Mr. RUSSELL. That's hard for me to say.

Mr. MOON. In other words, if you could perform all of the duties of the day in four hours and a half, ought your pay be the same as a man who takes all day to perform his duties, due to the rough roads?

Mr. RUSSELL. Well, if he doesn't cover any more miles, I don't think that he should have any more.

Mr. MOON. In one case, the man is engaged all the time, and in the other case, the man is engaged only half the time, and the other half is working at something else. You think the pay ought to be the same whether they work four and a half or nine hours a day?

Mr. RUSSELL. I think the only just and equitable way is to pay a man according to the miles he travels.

Mr. MOON. Without any regard to the means of travel and the section he is in?

Mr. RUSSELL. I believe that is the just way.

Mr. MOON. I just wanted to get your views.

Mr. RUSSELL. We have a carrier in our town that has a 31-mile route. The road conditions are such that for about four months in the year he employs a substitute to serve about 6 miles of that route to enable him to get back before dark. Our facilities down there are different from lots of carriers. We don't get our mail, at the best, before 11 or half-past, and it is 12 or half-past before we can get away on our routes, and through the long winter months it is very rarely that we can get in before 7 o'clock. This carrier who has a 31-mile route employs a substitute to serve about 6 or 7 miles and pays him out of his own pocket.

Mr. MOON. Your theory, as I understand it, is that a man who travels 36 miles a day should have so much money for each mile he travels?

Mr. RUSSELL. Yes, sir.

Mr. MOON. And the man who travels 24 miles a day should have so much per mile for the amount he travels, although it might take the man who has 36 miles, by reason of the fact that he has good, smooth roads, only four hours to perform his duties and it may take the other man nine hours to perform his duties. You say the pay ought to be the same?

Mr. RUSSELL. We ask that he be given extra pay for this extra mileage.

Mr. ROUSE. He didn't understand you.

Mr. MOON. Maybe you didn't understand what I meant. For instance, you have a route 36 miles long. You want so much per mile. It only takes you four or five hours a day, on account of the advantages of your route, to comply with the duties fully. Now, another man has 24 miles, and he has a very rough country, and it takes him nine hours a day to do his duty. Do you think the man with the 36 miles ought to be paid the same as the other man—as he would be under that state of affairs, if it is paid by the mile—as the man with the 24 miles?

Mr. RUSSELL. I am not in a position to answer that question.

Mr. MOON. In what?

Mr. RUSSELL. I am not in a position to answer that question.

The CHAIRMAN. Do you carry any closed-pouch mail?

Mr. RUSSELL. No, sir; I do not.

The CHAIRMAN. I understood you to say you carried closed-pouch mail but didn't get any pay for it.

Mr. RUSSELL. I said there was in my neighboring county, about 10 miles from my home, a carrier who serves an intermediate post office, and he has never received any pay for carrying this locked-pouch mail.

The CHAIRMAN. What distance does he carry it?

Mr. RUSSELL. About 5 or 6 miles. There are two carriers in Westminster who carry it 7 or 8 miles.

Mr. STEENERSON. The law authorizes the Postmaster General to pay in his discretion.

Mr. RUSSELL. Exactly so. That law should be mandatory.

Mr. STEENERSON. That is the reason they are not paid?

Mr. RUSSELL. Exactly so; and that is the reason I am asking you gentlemen to make it mandatory.

Mr. STEENERSON. If a carrier had a light route and was not employed an unusual length of time, it would seem fair that he should do that work without extra pay.

Mr. RUSSELL. But I feel that I can frankly say that these gentlemen are carrying on an average every day—

Mr. STEENERSON (interposing). Congress intended to vest that discretion in the Postmaster General, to exercise it where it was thought best.

(Mr. Russell submitted the following brief:)

BRIEF SUBMITTED BY MR. FRED S. RUSSELL, CHESTERTOWN, MD.

While being fully persuaded that you have at your command, aside from the evidence gleaned during your hearings of the past eight weeks, and your own personal knowledge of the advanced cost in living, statistics, which are proof positive, such as will warrant your recommending on behalf of the rural letter

carriers of these United States a very material increase in compensation for their hire. Yet, as the chosen representative of the carriers of the State of Maryland to present their plea for relief before your honorable board, I deem it my duty to supplement the few meager and interrupted remarks made at your hearing in Washington, D. C., on October 9, to submit for your further consideration a detailed brief of conditions as they exist in this State.

I shall, in the hereinafter presentation of facts and figures, compiled from bona fide statements furnished by the carriers throughout this State, endeavor to show wherein a certain body of American laborers, serving an American people, for an American Government, are insufficiently compensated and unjustly discriminated against; and sincerely trust that the same will in an appreciable degree suffice to justify the very liberal allowance which I am constrained to believe, in your final summing up, you shall recommend.

Before entering into details with reference to conditions as they exist in the State of Maryland I beg leave to invite your attention to the fact that the ever-upward trend in prices of foodstuffs and materials, with respect to the life of a rural carrier, a twofold problem, which requires solution, is presented. Not only does the paltry salary received by the carrier feel the added levy in procuring the necessities of life, with which to sustain and clothe himself and his dependents, but the equipment—the means with which he renders daily service to his patrons—and the upkeep thereof, which by law must be adequate and admit of rigid inspection, being wholly financed by the carrier, at advanced prices, thus lessening the purchasing power of the dollar and likewise decreasing the daily wage of this body of Government employees, and in your wise and earnest deliberations I am hopeful that this phase of a rural carrier's plea for justice will be given due consideration.

DUTIES OF THE RURAL CARRIER.

In no branch of the Postal Service are the duties of an employee so manifold as that of the rural carrier. At post offices in the cities and larger towns the tasks which the rural carrier is called upon to perform are by a well-devised system expedited in various departments, with the duties of an employee or set of employees confined to his or her or their special department. The same is also true of the city carrier, and the railway post office clerk, each in his daily toil performing only such labors which by law his position requires; while the boys in the rural service, each and every one practically moving post office, being compelled, almost without exceptions, to transact any or all of the duties which, as stated above, are functioned in the various branches.

Upon reporting at the post office the rural carrier is not only obliged to separate and case up the various classes of mail and prepare same for his journey down through the valleys, up the rugged, hilly highways, combating the elements, be they such as the All Wise One deems best to send. Yet again, once in every quarter he is called upon to count and weigh each class of mail matter separately, and keep an accurate record thereof, and at least once in every year, the department demands that in addition to the counting and weighing of the various classes of mail the correct amount of postage affixed to each class of mail be compiled for the month.

While enroute the carrier is obliged, for the convenience of his patrons, to have on hand at all times, a supply of stamps, cards, envelopes, etc.

He is required to register a letter, collect from the boxes the mail deposited therein; receive any C. O. D. or insured parcel, affix the proper amount of postage; issue receipts for money orders, taking the cash, and upon returning to the post office see that the same is properly taken care of. He is also obliged to dismount and open half a dozen gates in order to present in person a special delivery or registered letter. To the patron's door he is called upon to convey a C. O. D. parcel, and should the consignee be in a distant field, he patiently whiles away the time until he can be sent for and returns with the necessary cash to relieve him of the valuable package. Should a patron by fortune or misfortune be upon the pension list of Uncle Sam, at intervals of three months duration he is visited by the carrier with a check covering his or her quarterly allotment, comparing the number on check with that of the voucher to ascertain if they tally. If a money order is presented with a request that the carrier have the same cashed, he cheerfully conveys it to the post office, has it redeemed, returning on his next visit the hard cash. Thus you will note that the rural carrier the latest addition to the postal family, must be equipped and qualified to perform any or all of the duties of the various branches of the postal service.

Notwithstanding these cold facts the rural carrier is the lowest-paid employee in the Government's postal department.

EXTRA BURDENS IMPOSED WITHOUT COMPENSATION.

In substantiating the claims of the rural carriers that they are unjustly discriminated against, I cite on behalf of the rural carriers of the State of Maryland, a few of the burdens added to the carriers' daily toil for which compensation, though authorized, is withheld; and I earnestly beseech that in your deliberations you will accord the following your most careful consideration:

First, I would invite your attention to a condition at my own office, that of Chestertown, Md., from which five routes emanate. Carrier Charles E. Hadaway, on route No. 5, which is 29.6 miles in length, is at present delivering parcel post within the city limits, to Washington College. This institution, with upward of 100 students, principally nonresidents of the town or county, who are recipients of many parcel-post packages which Carrier Hadaway is compelled to deliver; while the first-class mail is served by the city carrier. The amount of mail handled will average 10 to 15 packages a day varying in weight from 2 to 50 pounds per piece. Bro. Hadaway gives as a conservative estimate, from 9 to 12 pieces, with a daily average of 50 pounds weight. He carries this mail matter a distance of one mile and then is obliged to dismount, without regard to weather condition, and deposit same in a receptacle some 8 or 10 feet from the road side. For this added burden he receives no compensation.

Another evidence of the department's inclination to discriminate against the rural carrier, and about which I made a few remarks at your Washington hearing, is a condition existing at Millington post office, one of the larger towns in the county, lying about 14 miles northeast of the county seat. Carrier N. A. Wallen, on route No. 1, is performing star-route service in addition to rural service. I am quoting in full his letter to me under date of October 28, which will give you first-hand information of the unjust burden imposed on this carrier. His letter is as follows:

MILLINGTON, Md., October 28, 1919.

FRED S. RUSSELL,
Chestertown, Md.

BROTHER FRED: Received yours of the 23d instant, and in reply will try to state the conditions as asked.

I serve the Crumpton (Md.) post office with the mail that arrives on 10.26 a. m. train, which amounts to from two to four pouches per day (one being a closed pouch for first-class mail), with numerous outside packages not handled in pouches, the weight of same running from 20 to 170 pounds per day.

The distance being $5\frac{1}{2}$ miles to Crumpton for the delivery of same.

On my return I leave Crumpton post office with two closed pouches (one being a locked pouch first-class mail) and also outside packages consisting of crates of eggs, regular boxes or canned tomatoes, baskets of fruit, etc., the weight running from 10 pounds to 180 pounds per day, the distance carried being $8\frac{1}{2}$ miles.

The post office at Crumpton is eight-tenths mile from the main rural route now traversed by me, causing me to travel $3\frac{1}{2}$ miles extra daily to deliver morning mail for the 3.06 p. m. train.

I do not get paid for carrying closed-pouch mail as per law of July 28, 1916.

I use a Ford car (touring), and at times it puts me to guessing as to how to load to carry all of the mail.

It is not always the quantity or the weight but the bulk of the fragile mail.

For instance, I have two millinery stores to serve and have at times four to six large pasteboard boxes of hats, which fill the back part of the car without the heavier mail.

I do not know just how to figure the time it takes to handle the pouch mail, because I hardly know what you mean.

But, anyhow, it takes me from 25 to 30 minutes to run to Crumpton to deliver and about 50 to 60 minutes returning from Crumpton with the collection, and it takes about 30 minutes outside of the time mentioned above.

If I did not use the Ford touring car, I could not begin to handle the mail on my parcel-post wagon on a majority of times.

I have never kept the actual expense of this part of the service, but you can readily see what $3\frac{1}{2}$ miles travel daily will mean for the year.

Yours,

M. A. WALLEN.

Then, again, there are carriers handling loop-route mail, and for which service no pay is received. At Westminster, Md., post office two carriers, each with more than standard-length routes, are serving loop-route carriers, each conveying this extra mail between 6 and 8 miles. There are many other such incidents, and I am more than persuaded that you have heard of thousands of such cases, during your hearings and mention these only to show the variety of duties imposed upon the rural carrier which rightly belong somewhere else, or he should receive a just reward in compensation for this extra toll.

As a further evidence that the rural carriers are discriminated against, and I might say, very grossly so, is, when we consider the mounted carriers in the city service are receiving an equipment allowance, which in amounts, I am informed, vary. While I have heard it stated that some were allowed the total expense for use of conveyance, though it amounted to \$1,000 or more, I personally heard a city carrier, representing the State of Pennsylvania, remark at Washington that some of them were receiving \$500, which was inadequate and they (the carriers) were asking for an allowance of \$750. Gentlemen, may I ask, is it just that the city carrier, who, almost without exception, has the advantages of paved streets or otherwise improved highways, have all of the greater part of the expense of equipment and up-keep allowed, while the rural carriers, the boys who are obliged to fight their way through the mud and snow, rain or shine, over rough, hilly highways and unimproved byways bear the burdens and expense of maintaining an adequate and suitable equipment without one penny allowance whatsoever?

In concluding this portion of my brief I wish to refer but briefly to the recently established parcel-post or motor-truck routes. The carriers or drivers of these trucks receive, as an entrance salary \$4 per day, and also are granted a material increase after a short period of service. I have in mind a driver on the route which passes through Chestertown who at present, after six months' service, is receiving \$4.50 per day, or a total of \$27 per week. And for this salary he is obliged to perform but three days' service each week. While his hours for these three days are long and his labors arduous, yet he consumes but from 36 to 40 hours per week. His salary is every cent net, as the department furnishes the truck and the expense of upkeep and running the same attached thereto.

CARRIERS ASK AN EQUIPMENT AND MAINTENANCE ALLOWANCE.

On behalf of the carriers of my State I most earnestly appeal to your honorable board to include in your recommendations a just and liberal recognition of the plea of our national organization for an equipment allowance. The amount petitioned for by our national association, as you are aware, was a flat sum of \$600 per annum; while this amount in some instances would prove fully adequate, and in others, I feel free to say that, in my opinion, it would more than cover the actual expense incurred, yet I am equally as frank to state that, in many cases, this amount would be far from sufficient. As stated in my remarks at Washington, after giving the matter much serious thought, that the only just and equitable way to meet this situation would be an allowance of so much per mile, said sum to be arrived at from the various statements you have gathered at the various hearings and figures as given in the questionnaires which the carriers were required to fill and file.

From figures furnished by carriers throughout my State, where the number of miles traveled were given, the expense incurred varies from 8½ cents to 12½ cents per mile, the same applying to horse-drawn routes as well as when carrier uses auto, also where both were used a portion of the year. The questionnaires, however, will show the number of miles each carrier traveled and the expense incurred in maintaining his equipment.

I desire right here to make reference to a question asked me by Mr. Moon at the Washington hearing wherein he compared a 36-mile route, where the road conditions were such as to permit the carrier to perform his duties with an automobile in 4 to 5 hours, with a carrier on a 24-mile route, over rough hilly roads, using horse and buggy, and consuming 9 hours per day. Now gentlemen, I hardly think this a fair and just comparison, for we all know better time can be made with an auto than by the horse-drawn vehicle. And as stated at Washington, I knew of no such condition in my State. After giving this question much serious thought I am still convinced that the pay for equipment should be upon the mileage basis, regardless of the time consumed. In support of this conviction I will state that, to my mind, it is im

possible for a carrier to assort, pack, and deliver mail over a 36-mile route with an automobile in 4 or 5 hours; admitting this is possible, should the carrier be penalized for benefiting so many extra patrons, such as you would expect to reside along the extra 12 miles traversed? Should he be made to suffer by his Government for rendering for it, and, as its employee, this better service? Then, again, gentlemen, is it not the better judgment, to assume that the expense incurred in thus rendering this higher grade of service, greater than by the use of horse and wagon? Does it not cost for each additional mile over and above the 24 just as much per mile as beneath it? Isn't the amount invested in equipment greater? Then, gentlemen, I must state, in my opinion, he is justly entitled to additional pay for these extra miles.

As an additional evidence of the needs of such relief by the rural carriers, I am giving below the actual monthly average per carrier from counties in various sections of the State. The figures show average for whole country, not any special route:

County.	Routes.	Average per month.
Montgomery.....	30	\$55.96
Frederick.....	12	50.00
Carroll.....	45	52.75
Prince Anne.....	15	60.00
Stafford.....	18	50.00
Prince George.....	14	52.50
Kent.....	15	55.00
Washington.....	32	50.00
Howard.....	8	45.00

I also have statements from individual carriers in other counties where no county average is given, yet the figures run in about the same proportion as the above.

STATEMENT OF MR. L. H. WOLFINGER, HAGERSTOWN, MD.

Mr. WOLFINGER. I think it would be wise for me to file my brief and say "Amen," to what the other brothers have said. I want to mention, however, that we have a carrier in our country traveling 19.9 miles, and he only gets paid for 18 miles, due to the fact that they are based on 18 and 20. He travels one-tenth of a mile less than 20 and only gets paid for 18.

I think we are entitled to a maintenance over and above the regular salaries, which should be the same as the city carriers and clerks. Our expenses and living expenses are just as great as theirs. I use an automobile a portion of the year and have about \$1,200 invested in equipment. The only reason I use an automobile is that it gives me extra time to put in on other work.

Senator McKELLAR. What is the upkeep?

Mr. WOLFINGER. It runs me close to \$50. My main trouble is tires; I can never get the guaranteed mileage out of tires. I suppose that is because I have a very hilly country and going up the hills and down is extra hard on the tires.

Senator McKELLAR. Where do you live?

Mr. WOLFINGER. In Hagerstown, Md. Only about a third of my route is piked, the rest is slate ground, and in the winter the bottom drops out of the roads and you have to use a horse. I have a regulation mail wagon and a buggy and a sleigh.

Senator STERLING. In that locality do they have the two equipments—the other carriers?

Mr. WOLFINGER. There is only one other carrier out of Hagerstown that has an automobile.

Senator STERLING. Do you have to keep a horse?

Mr. WOLFINGER. I have two horses, but I have a place of about 2 acres where I can raise corn and feed, and it helps to cut down the expenses a little bit.

Senator McKELLAR. What is the upkeep on your horses?

Mr. WOLFINGER. It amounts to about \$50 a month.

Senator McKELLAR. What is your salary?

Mr. WOLFINGER. \$1,572.

Senator McKELLAR. How many in your family?

Mr. WOLFINGER. One child, my wife, and myself.

(Mr. Wolfinger submitted the following paper:)

As representative of the rural letter carriers of Washington County, Md. I desire to present a few facts for your consideration, with a view to an adjustment of the salary of rural carriers.

All postal employees are poorly paid as compared with other liens of employment, and I believe you will find that the rural carriers receive less pay than any other class of postal employees, this because the rural carrier is required to furnish and maintain the equipment necessary for the proper delivery of mail on his route.

Our pay has not been increased from 1914 to June 30, 1918, when it was increased 20 per cent. Last year we received an increase of 5 per cent in pay making a total 25 per cent increase, which we are now receiving.

Clerks and city carriers received the same percentage of increase, but a large part of our increase was required to pay the advance in cost of our equipment and maintenance of the same, and because of this expense which we have to bear the increase which we received made but little change in our living conditions, and no matter how much we and our families were required to make sacrifices our equipment had to be maintained regardless of expense in order to deliver the mail on our route.

Other employees work only eight hours and receive extra pay for overtime. We are required to do the work on our routes no matter how long it takes and are cut in our pay if we do not cover the entire route, however long we work.

During the last three years two extra employees have been added to the Hagerstown post-office force, where I am employed to take care of the work and, although the rural carrier's work has been increased in the same proportion, there has been no increase to our force since the routes were first established, many of the routes having been greatly increased in length also since then.

We feel that we should be paid for the actual mileage traveled in the same proportion as amount received for the standard route of 24 miles. One carrier in our county travels 19.9 miles every day and is paid for but 18 miles. We only ask for what we believe to be fair and proper—the same rate of pay as city carriers and clerks; in addition an amount sufficient to cover the maintenance of the equipment used on our routes, and you will agree that it costs the rural carrier just as much to live as it does any other employee. We submit, therefore, that if it is right and proper to give at this time the mounted city carrier \$100 per month in addition to his regular salary for the use of his equipment on the city streets it is a gross injustice to the rural carrier to be required to do his work, traveling all kinds of country roads, in all kinds of weather, doing the work he is now doing for the same rate of pay as the city carrier, with no extra compensation for use and maintenance of his equipment.

We also ask for extra compensation for routes on which the mail is extremely heavy. One carrier handles as high as 12,000 pieces of mail per month.

The condition of the roads should also be considered, and routes cut down to 24 miles in length, particularly in the spring and winter months.

Substitute carriers, we believe, should be appointed in the same manner as substitutes in the city delivery service, preference being given them in appointment in case of vacancy. They should also receive their pay at least once a month instead of each quarter, as at present.

We also request that rural carriers be paid at the post office where they are employed. At present we are paid from the Baltimore post office and it takes three days, sometimes much longer, after signing our vouchers on the last day of the month, to receive our checks.

We trust you will grant us a substantial increase in pay, which will enable us to earn a fair and comfortable living as a rural carrier, without being obliged to do extra outside work. Some of the carriers have grown old in the service, many of whom have rejected other good offers of employment, in the hope, each year, to receive a fair and reasonably adequate compensation for their work. Living conditions have become such that we can not longer delay our request for better pay. We feel that we are doing an important and valuable work, and should, therefore, receive a competent and reasonable compensation for our services.

We will appreciate your early and favorable consideration of the above.

STATEMENT OF MR. J. C. STAMBAUGH, YORK, PA.

Mr. STAMBAUGH. Mr. Chairman and members of the commission, I want to be just as brief as possible, because I feel that it is not worth taking up your time by recapitulating what has already been said, but I have just been wondering whether you know of the thousands of vacancies occurring in the rural service right now; how many rural carriers have been literally forced out of the service because it took every cent of their salaries to keep their families going and to pay the maintenance of their equipment, which will wear out, and when it does wear out at the end of three or four years, these men simply do not have the wherewithal to purchase the new equipment needed in the performance of their duty and are literally forced out of the service through that.

Those are the conditions; just like one of the men appearing here has testified of the unfortunate position that will confront him when he gets back home. There are plenty of carriers, when this position confronts them, who must go into debt, and, as a consequence, they either resign or are loaded down with debts, and that really is the average condition of the rural carriers to-day.

In that particular, I just want to make one recommendation to you gentlemen, and that is this: I think our monthly salaries should be divided, a certain amount should be stipulated for salary and the other portion should be expressly for maintenance of equipment. The proposition is just this: Suppose you have in mind a bill giving relief to the postal employees; you feel that the lower-grade men should receive the greater relief, and naturally you will make the greater appropriation for the lower-grade men, so that the highest-grade men receive the lowest increases. Now, we, unfortunately, through that arrangement are classed with the higher-grade men, but our net salaries are lower than the lower grades.

Take my own salary, for instance; I receive \$1,596 a year. When I have my expenses paid it amounts to something like \$1,000, and yet I am probably in the most peculiar position of any that have testified before you. I have heard the testimony at New York and Boston and here, and I do not believe there is a carrier who has testified he has expenses that are lower than mine. I pay only \$40 a month for my equipment, although I have heard some mumblings and grumblings from the livery men with regard to raising the amount we pay, which is \$40.

In my own county—and we have something like 90 carriers—we determined to find out what the facts were, and we learned that the average amount paid for maintenance of equipment is something like \$55 or \$60 a month, because the letter carriers are not all situated in first-class offices, where there are liverymen from whom to hire a team, and the consequence is that they have to invest from \$500 up to \$1,500. Lots of them imagine because the gross salaries are large that it is a good position. They have no idea what the expenses are before they come in and put a debt like that on their shoulders, and they imagine that in a year or two years they can pay it off. They don't know that when they come in they will be continually going deeper and deeper into debt. It is an astonishing thing, but every month a rural carrier finds that about 90 per cent of his personal mail is of that character that carries the urgent request, "Please remit," and he finds that he is more the custodian of a large part of his salary than the possessor of same.

In regard to the extra mileage, I would say that a 36-mile route in some sections of the country may be all right. It may be a great deal easier to carry a 36-mile route in some sections of the country than a 24-mile route in another section, but it will be the exception where those conditions hold true. I would say that the closer a route can be kept to 24 miles the better service can be rendered on that route. I find the unanimous sentiment among the rural letter carriers is that the extra mileage over and above 24 miles should be compensated at the same rate as is paid for the original 24 miles. Now, there is a great deal to be said, but I believe you will feel the justice of that statement, because it will do away with the longer routes eventually and especially during the winter months the rural carriers will be able to give a more satisfactory degree of service on these routes.

There is another thing that I believe should be given deep consideration by this commission, and that is the compensation to substitutes on rural routes. There are many rural carriers unable to take the annual vacation granted them by Congress for the simple reason that they can not find substitutes to take their place while they are off duty. I have had numbers of letters from rural carriers in different States who have written to me stating that they could not do this or could not do that, after they had made some arrangement to go to a certain place or attend a convention, because they could not get substitutes. I have been placed in that position myself.

The whole trouble is that the substitute carrier is not given the preference when it comes to making appointments to the regular places. Any civilian can come in and take the examination and will bear an equal chance with the substitute who has given some years to the performance of that service. I think that is an unjust condition and I believe there should be some remedy for that. I know there can be a remedy provided and I think it should be done.

I believe in every county there should be a certain number of substitutes available, and these substitutes, according to their standing on a permanent roster, could be appointed as vacancies occur. I believe that would go a great ways toward improving the service and, certainly, the condition of the men.

There are, unfortunately, a great number of vacancies in the Rural Delivery Service right now. I have been informed that there are places where examinations have been called at stated times and you can not get any one to take the examinations, because after the people have learned what the rural carrier has left at the end of the year, the positions are not desirable, and that is why there are no applicants for these vacancies, and that is something that will bring on a condition where you will get a lower grade of employees. The higher grade men will not take the examination.

There is one other thing I want to call attention to, and I will close with that. It is with regard to deductions from the salaries of rural letter carriers who are unable, through weather conditions or route conditions, to perform complete service on their routes. For instance, a man will be confronted with a severe snowstorm in winter, and I have seen conditions where we could not get out of town, the railroads being blocked and no mails coming in and, by the way, I have had friends from the Senator's State, if you will permit me, who have said that for over a week they have not received any mail and could not send any mail because no trains were coming in. These men have to provide for their families and feed their horses during that time. They report to the office ready to give their services. It is no fault of theirs that they can not give that service, no fault of theirs that they can not go out and combat the elements and perform that daily service. Naturally, there should be some leeway so that the carriers could not impose upon the department and say that conditions were bad when they were not.

Senator STERLING. Under the law, the department acts on a statement by the postmaster that the road conditions or the weather conditions were such as to prevent the delivery of the mail. Will the department not, under those conditions, allow the pay?

Mr. STAMBAUGH. That is practically true, and yet I have heard of cases where the carriers say the conditions were such that they were unable to get through certain districts, and that in that particular district happened to be living Farmer Smith or Farmer Brown, and Farmer Smith or Farmer Brown was more interested in Farmer Smith or Farmer Brown than the rest of the people on that route. The result is that Farmer Smith or Farmer Brown would make a desperate effort to get through a small part of that 24 miles that the carrier has to cover, and then Farmer Smith or Farmer Brown will send conflicting reports back to the postmaster, and those things are what govern the recommendations that go in to the department. I have received many statements from rural carriers who claim they have been unjustly deprived of pay just through that, and it seems to me there should be just a little more discretion left with the postmasters.

I want to thank you very much for the time I have taken, and I believe the statements that have been rendered by the rural carriers, the lowest-paid branch of the service, will convince you that theirs is only a case of simple justice.

STATEMENT FILED BY MR. W. S. KEESLING FOR THE RURAL CARRIERS OF
BRISTOL, VA.

The rural carriers at Bristol, Va., wish to call the attention of this commission to the fact that while they are paid at the present time \$1,500 for their

services, and that this amount looks large, but when we tell you that we must pay out of this to feed either one or two horses and keep up a buggy and harness at the rate of about \$35 each month, or \$420 for the year, we only have left for our work and to live on and to save, the sum of \$1,180, while other employees of the service do not have this extra expense to pay out of their salaries.

We also wish to state that we must go out in all kinds of weather, such as the intense heat of summer and the rains and snow of winter, for the 300 days in the year, and go over roads that are rough and muddy.

We desire also to say that in addition to our routing of the mail for our routes and placing same in the several boxes along the route we have the care of the horses and buggy and this means that we must feed three times each day, clean out the stables, hitch and unhitch every day. This in itself is quite a lot of work in addition to our regular work. We believe the above reasons are sufficient to entitle the rural carriers to more pay.

The CHAIRMAN. Now, gentlemen, we will take up the supervisors, and the first gentleman on the list is Mr. John J. Diamond.

SUPERVISORY EMPLOYEES, INCLUDING SPECIAL CLERKS, AT FIRST AND SECOND CLASS POST OFFICES.

STATEMENT OF MR. JOHN J. DIAMOND, PHILADELPHIA, PA.

The CHAIRMAN. The number of you that are to be heard will compel the chairman to hold you down to the time upon which you yourselves have agreed.

Mr. DIAMOND. Honorable Chairman, I represent Philadelphia and the other parts of the State of Pennsylvania. I am presenting on behalf of Philadelphia a brief outlining conditions there.

With regard to the condition of the supervisors, I would say that much has been said about taking credit for the loyalty of the men during the period of stress of the war. I maintain that no credit is due whatever to the members of the supervisory force in America for any loyalty they displayed. We naturally expected that, as American citizens, they would do so, and bend their every energy to aid this country in time of war and give every service they possibly could.

In the first place, I wish to call attention to the lack of uniformity of titles in the different post offices throughout the country. Conditions may vary in the different post offices, but the work is the same. Men in one town are classified as special clerks and are performing supervisory duties, and in another town it is just the opposite. I know of instances where men are performing supervisory duties, are not receiving pay for supervisory duties, and are simply classified as clerks. I would urge that you give that some consideration for the purpose of making some uniformity throughout the country.

Senator STERLING. Won't you just say what the supervisory duties are?

Mr. DIAMOND. Supervision of men and finances, I should say. Any man who has charge or supervision over men performing work.

Senator STERLING. Whether it is one or more men?

Mr. DIAMOND. Yes, sir. I have also known of instances where men have practically refused the position of supervisor, because the salary was not commensurate with the position. We realize to-day, and at all times have realized, the fact that supervisory positions have not been paid according to the services rendered. We realize and believe that the salaries of supervisors should be based wholly

upon the financial and service responsibility. In former days and before the strict enforcement of the civil-service law the position of station superintendent was a political appointment, but the growth of the service and the necessity of close supervision now requires a trained man for such position.

I am a superintendent, having 50 letter carriers and 18 clerks under my supervision, and responsible for the handling of war saving and thrift stamps, money orders, stamps and registry, parcel post, delivery, collection, and dispatch of mails.

We do not wish at any time to say that we feel that these salaries should be increased on account of the cost of living. I have tried to make it plain that these salaries should be increased on account of the work we are performing.

The men in the supervisory forces are at all times responsible and are compelled to work overtime. They are not scheduled to any certain hours as a rule. They receive no pay for overtime and no compensatory time for work on Sundays and holidays. There are many contentions on the part of men who are supervisors that consideration of some nature should be given them for overtime service performed.

In reference to Philadelphia, I can recall when I entered the post-office service there were two big positions there from the standpoint of the mails—the superintendent of the mails and the superintendent of city delivery. In Philadelphia at the present time we have the two-division plan, and to my mind the two-division plan is rather too cumbersome to be of good service because of the multiplicity of duties the superintendent of mails would have to contend with. The position is so big that it is hardly possible for one man to handle it and give satisfactory service to the public. We are of the humble opinion that the two-division plan is unsatisfactory, and we would urge you to extend that to the five-division plan. It has been the opinion of the supervisors, in convention, that the five-division plan would be more equitable and that better results could be obtained.

Mr. ROUSE. Would you make that applicable to all the post offices of the first class?

Mr. DIAMOND. I am speaking of the large post offices like Boston, New York, Philadelphia, Chicago, and St. Louis. I want to say to these gentlemen that I have no practical knowledge of smaller offices.

Another thing that comes up is the caliber of the men coming in to-day. The standard of the examinations has been lowered to a great extent, and that possibly brings in a class of men who have not reached the intellectual standard of former times. There seems to be a different atmosphere among the men coming in to-day. When I entered the service there seemed to be a spirit of cooperation, a desire to be of real service to the department and to the Government. At the present time that spirit is not present, and there seems to be a lethargy among the new men coming in. We have quite a number of temporary employees and sufficient men, but not of the right caliber. The men who have been perfected in the system of clerical work are going out of the service to accept positions where they can get a higher salary.

Mr. ROUSE. How many men in the Philadelphia office are receiving more than \$2,000 a year?

Mr. DIAMOND. Not more than 10.

Mr. ROUSE. How long have these men been in the service?

Mr. DIAMOND. Anywhere from 20 to 30 years. We have five station superintendents in the city of Philadelphia whose average service is 29 years. Their average basic salary is \$1,600. We have 10 supervisors in the central office whose average service is 28 years.

Mr. ROUSE. What is their salary?

Mr. DIAMOND. \$1,616.

Mr. ROUSE. How many are there above sixteen hundred in the list of those that have resigned?

Mr. DIAMOND. There has not been so many resignations above the \$1,600 grade.

Mr. ROUSE. Do you know how many have resigned?

Mr. DIAMOND. I haven't those exact figures. To my knowledge, I don't believe there has been any during the last six months.

Mr. ROUSE. How many in the last year?

Mr. DIAMOND. I haven't those figures. I have the total amount of men throughout the service.

Mr. ROUSE. I had reference to the men in the supervisory positions and foremen.

Mr. DIAMOND. I want to say that I have none in mind at the present time that have resigned. We didn't take the trouble to investigate that feature.

Believing that man is a victim of habit and that men who have been in the Postal Service for so many years have a natural fear of going out into other walks of life—to my mind there is no service where the men have become so much attached to it as Postal Service. I have often said that they are the greatest “shop talkers.”

Senator STERLING. What are these men with a basic salary of \$1,600 actually making?

Mr. DIAMOND. Eighteen hundred dollars; that is, according to the last legislation passed by Congress, providing that no basic salary for supervisors be less than \$1,600.

I would suggest a higher class of examinations for the purpose of bringing a better grade of men into the service.

The post office at Philadelphia is not large enough for the amount of work performed there. Throughout the central office building we have had to erect mezzanine floors, and during the summer months they are very hard on the health of the men. During the very hot weather last year there were times when the temperature in that section was 115 degrees. You can realize that it is not a healthful condition. You can also realize that in wintertime the conditions will be such as do not make a man enamored of his position. We are not saying that to find fault. We are satisfied that every effort is made to make conditions congenial.

I just want to leave one word with you with regard to retirement. I have supervision over an office where we have a letter carrier 74 years of age. I would earnestly suggest that you take this matter into consideration as a matter of economy to the Government. The employees have labored long for the success of the department they represent. I realize that you men, coming more into contact with men than I do, know that efficient service can not be performed after reaching a certain age. I would suggest that you give that consideration, so that these men in their later life may be in a position to enjoy just a few years of contentment.

Senator STERLING. You mean by that, civil service retirement?

Mr. DIAMOND. I surely do; yes, sir.

(Mr. Diamond filed the following paper:)

BRIEF FILED BY MR. JOHN J. DIAMOND FOR SUPERVISORY OFFICIALS OF THE PHILADELPHIA OFFICE.

This brief is respectfully submitted for the purpose of outlining the general working conditions and salaries of the supervisory employees of the Philadelphia, Pa., post office. It is almost 30 years since any attempt has been made to properly classify the supervisory post-office employees, and general conditions at this time demand that practical consideration be given to the regrading of their salaries on the basis of financial and service responsibility.

Financial business—Comparative growth.

Total receipts for postage at this office in 1900-----	\$3, 481, 343. 28
Total number of money orders issued and paid in 1900-----	1, 001, 882. 00
Cash receipts for money orders issued and paid in 1900-----	9, 921, 968. 43
Total receipts for postage at this office year ended June 30, 1919--	12, 872, 998. 11
Total number of money orders issued and paid during same period -----	3, 788, 245. 00
Cash receipts for money orders issued and paid during same period -----	36, 750, 331. 71
Total receipts for postage at this office during month of July, 1919 -----	971, 263. 10
Increase in receipts July, 1919, over July, 1918-----	19, 970. 97
Increase in receipts August, 1919, over August, 1918-----	59, 344. 08

The national postal receipts since July, 1914, as compared with July, 1919, show an increase of 29 per cent. Since that time the following have been added to the duties of the Postal Service:

Parcel post, motor vehicle service, airplane service, rural motor truck service, war savings stamps, internal-revenue stamps, central accounting office, and branch dead-letter offices.

These additional duties indicate a wonderful expansion of activities with greatly increased business on the part of this service.

EFFICIENT POSTAL ADMINISTRATION A BUSINESS NECESSITY.

One of the most vital necessities of the business interests of this country lies in a capable administration of the Postal Service, owing to the fact that business at large bears such a close relationship to the service. Through the medium of the post office the business interests extend their activities to all parts of the country, some to all parts of the world. The success of business depends in a measure on good service and for this reason the business interests rightly demand an efficient postal administration.

Post office business however, is not confined to the business interests, but is an absolute necessity in the every day life of every citizen, in the social affairs of communities, in bringing city and country into closer communication, and in fact it enters into every phase of our modern civilization.

In order that the service might be better fitted to handle these interests and to work out other important economic questions, the additional duties heretofore mentioned were added to the Postal Service. The successful working of this complete organization requires a trained force of supervisors graduated from the ranks of clerks and carriers and dedicated to the necessity and advantage of capable supervision.

HIGHER ENTRANCE SALARIES NECESSARY.

In order to induce intelligent young men to enter the service the entrance salaries should be adequate for such inducement. The future success of the Postal Service entirely depends on the class of men attracted to the service at this time. The report of the secretary of the third United States civil service district, which district comprises Pennsylvania, Delaware, and New Jersey, except the Counties of Bergen, Essex, Hudson, Middlesex, Monmouth,

Morris, Passaic, Sussex, and Union, shows that in examinations widely advertised from May 24th to July 12, 1919, only 136 applicants appeared for examination. It is evident from these figures that the Postal Service, with the salaries paid, is not attractive to the class of men the service seeks.

RESIGNATIONS.

Fiscal year ended June 30, 1919: Seventy-three clerks, receiving salary of \$1,000; 3 clerks, receiving salary of \$1,100; 1 clerk, receiving salary of \$1,200; 4 clerks, receiving salary of \$1,300; 32 clerks, receiving salary of \$1,400; 2 clerks, receiving salary of \$1,500; 1 clerk, receiving salary of \$1,600.

From July 1, 1919 to September 18, 1919: Nine clerks, receiving salary of \$1,000; 2 clerks, receiving salary of \$1,100; 1 clerk, receiving salary of \$1,300; 6 clerks, receiving salary of \$1,500; 1 clerk, receiving salary of \$1,600.

The total number of resignations of regular clerks during the period from July 1, 1918, to September 18, 1919, was 135, representing a labor turnover of 9 per cent. It was also necessary to use over 3,000 temporary employees during the past fiscal year.

When the fact is taken into consideration that it takes approximately four years to properly train a post-office clerk, it can be realized that this large labor turnover becomes a serious factor in post-office operation.

If proper inducements are not offered to attract first class men to the service, it will only be a question of a few years until there will be a dearth of capable men to fill supervisory positions. Salary increases of supervisors in the past have been governed generally by the promotions of clerks and carriers.

GENERAL GROWTH OF THE SERVICE.

In the year of 1900, there were 28 stations in Philadelphia and at this time there are 47, including a large parcel-post station. This shows an immense increase in business, a similar increase in the number of employees, a much greater financial responsibility for supervisors, and increased work and activity in all departments.

RELATIVE ADVANCES IN WAGES.

During the year 1914, at the commencement of the war, Philadelphia being the largest manufacturing and shipbuilding section of the United States caused a large increase in the population with 100 per cent increases in salaries of industrial workers.

This in conjunction with the shortage of food and wearing apparel and other necessities of life, put post-office employees under a great disadvantage. As the wages of industrial workers increased, the buying power of their (post-office employees) money correspondingly decreased, until at the present time statisticians state (see W. C. Foster's Dollar Index, excerpt attached) the buying power of \$1 in Philadelphia is 42 cents as compared with the year of 1898 which is equivalent to a like reduction in salary, so that a supervisory officer receiving a salary of \$2,000 at this time has the purchasing power of only \$846 as compared with the year of 1898.

SUPERVISORS' SALARIES IN INDUSTRIAL ESTABLISHMENTS.

Salaries of supervisory employees in the Philadelphia post office have not kept pace with the business growth of the service, nor with the cost of subsistence which is the reverse of conditions in industrial establishments. The average salary of supervisors in the Division of Mails at this office is \$1,725 per annum. In the year of 1879, the superintendent of mails at this office received a salary of \$3,000 per annum, and the superintendent of delivery a salary of \$3,000 per annum. At this time the two positions are combined under the heading of a superintendent of mails at a salary of \$3,200 per annum.

In 1879, the superintendent of registry at this office received a salary of \$2,100 per annum, while the supervisory officer in charge of the registered mails at this time receives a salary of \$1,800 per annum.

A comparison of statistics gathered shows that the salaries paid in industrial plants in this locality to supervisors averages \$3,500 per annum for supervision of 70 men.

The figures of the National Labor Board state that \$1,800 per annum is the minimum wage that an industrial worker can exist on.

For your consideration we submit the following, representing five superintendents of stations in this city, showing their length of service, and their present basic salaries:

	Basic salary.
One station superintendent, in service 29 years-----	\$1,600
One station superintendent, in service 29½ years-----	1,600
One station superintendent, in service 29 years-----	1,600
One station superintendent, in service 25 years-----	1,600
One station superintendent, in service 33 years-----	1,600

Average length of service, 29 years; average basic salary, \$1,600.

Also submit for your consideration the following list, representing supervisory employees in the Division of Mails, showing their length of service and their present basic salaries:

	Basic salary.
One assistant superintendent, in service 24 years-----	\$1,800
One foreman, in service 25 years-----	1,600
One foreman, in service 28 years-----	1,600
Five foremen, in service 29 years-----	1,600
One foreman, in service 32 years-----	1,600
One foreman, in service 33 years-----	1,600
One foreman, in service 41 years-----	1,600
One foreman, in service 51 years-----	1,600

Average length of service, 31 years; average salary, \$1,616.

Supervisory employees receive no pay for overtime and pay is deducted when obliged to be off on leave of absence other than vacation.

FINANCE CLERKS.

It is recommended that the employee assigned to receiving, counting, and sorting the moneys received as surplus postal funds from the stations, be rated as an assistant cashier in offices of the eight to twenty million class. You will note in Exhibit "A" provision regarding standing recommended for finance clerks.

PERCENTAGE INCREASE.

The percentage increase of salaries of supervisory employees excluding bonuses since July 1, 1914, to July 1, 1919, is 14.6 per cent.

PRESENT POPULATION SERVED.

It is estimated that the population at present served by the Philadelphia post office is 2,400,000.

PROPOSED CLASSIFICATION MEASURE.

There is attached herewith copy of classification measure Exhibit A, agreed upon by the supervisors of the United States in convention assembled, and respectfully submit same for your favorable consideration.

Very respectfully,

THOMAS W. LEISTER,
JAMES J. BANEY,
JOHN J. DIAMOND,
Committee on Briefs.

STATEMENT OF MR. J. E. BRUMBAUGH, ALTOONA, PA.

Mr. BRUMBAUGH. Gentlemen of the commission, I represent the assistant postmasters of the States of Pennsylvania, Virginia, West Virginia, and Maryland. The assistant postmaster in the post office is the direct representative of the postmaster in the post-office organization. He must be capable, efficient and competent to interpret the orders of the Post Office Department. He must be informed on all postal matters and have a thorough knowledge of the Postal Law.

and Regulations for information to the postal employees and the public. He must meet all emergency conditions arising in the service and be prepared to give decisive answers to all questions affecting the service.

I want to state the duties of the assistant postmasters in the first class post offices. He has general supervision of all employees, numbering up into the thousands at the larger offices; he has direct charge of all finances, consisting of postal, money order, postal savings, war savings, Treasury saving certificates, war revenue and proprietary funds. He makes up all pay rolls, keeps the postal and money order cash books, and other bookkeeping records of war savings, proprietary and war revenue accounts; monthly and quarterly accounts, and at central accounting offices audits district postmasters' accounts. The financial responsibility amounts from \$3,000,000 to \$4,000,000 annually at offices having gross receipts of \$200,000 or more, and which are depository offices for other money order offices. He collects, handles, and banks these funds each day, the average deposit ranging from \$7,000 to \$25,000 daily.

In the second-class post offices the assistant postmaster is the only supervisory official in that office. There is no superintendent of mails. He looks after the finances, makes up the accounts and reports, assists in the general post-office work in all its divisions. He arises early in the morning and opens the office and is generally the last one at night to leave the office. He very frequently remains late at night to close up his accounts. His hours of duty extend over a period of from 10 to 12 hours.

In looking over the individual briefs of the assistant postmasters of the second class, I find that the majority of these men range in service from 12 to 30 years. In fact, I had a brief from one assistant postmaster who has been in the service a period of 45 years and who has had a varied postal experience in the different branches of the service and who was receiving a salary of \$1,700, including the bonus.

Now, as to the salaries of these men. I want to say that the salaries of assistant postmasters and superintendents of mail were enacted into law March 3, 1883, more than 36 years ago. No change has been made in that time, except the \$200 bonus which Congress provided for the last fiscal year.

Think, for a moment, gentlemen, of a business concern operating for 36 years under the present and existing conditions without change of salary to the officials of that business who are responsible for its growth and success.

Take, for instance, my own individual case. Our postal receipts were over \$200,000 last fiscal year, and that is about the average size of the first-class post offices of Pennsylvania. My salary in 1904 was \$1,600; in 1912 I was advanced to \$1,700. That is my present basic salary. I received \$200 bonus, making my salary \$1,900. The average increase in my salary in 16 years was 11½ per cent. For many years back I have handled on an average of \$3,000,000 annually. During my service I have handled and banked more than \$50,000,000.

I desire to call the attention of the commission to the various postal duties added to the service since 1911—postal savings, parcels

post, distribution of post-office supplies, sale of war savings, war revenue, documentary, and proprietary stamps, sale of Treasury certificates, central accounting, and redemption of war-saving certificates.

The Postal Savings System was established in 1911, a regular banking system, and most of the first-class offices have active accounts of five to twelve hundred with deposits ranging from \$200,000 to \$500,000.

The parcel post was established January 1, 1913. Since that time the C. O. D. and insurance features have been added with increased size and weight limits.

Many of the first and second class offices are depositaries for other offices for surplus money-order funds. Deposits are received from 100 to 200 offices at such times when their surplus funds amount to more than \$50. Receipts are issued to the postmasters and individual money-order accounts are kept for each postmaster and submitted to the auditor at the end of each quarter in complete form, practically audited.

During the war many of the assistant postmasters were either the county chairman or assistant county chairman for the sale of war savings and thrift stamps. As assistant postmasters we were very glad to carry on and promote any war activity suggested by the department, and these duties were faithfully and loyally performed without any thought of consideration.

Senator STERLING. What relief would you suggest?

Mr. BRUMBAUGH. In the way of salaries? I would suggest a basic salary for the assistant postmasters at an office my size, based on what the other employees in civil life are getting, which is from \$3,000 to \$3,500.

Mr. MOON. What does the postmaster get?

Mr. BRUMBAUGH. \$3,500. I get 50 per cent of that, graded in even hundred dollars.

Senator STERLING. Then you would get as much as the postmaster gets now?

Mr. BRUMBAUGH. Yes; I would get as much as the postmaster gets now.

Senator STERLING. What would you suggest as to him?

Mr. BRUMBAUGH. His compensation should be increased. As the postmasters of the first and second class offices are to appear before the commission, I would prefer that they set their rate of compensation.

Mr. MOON. Do you want him to have double your amount?

Mr. BRUMBAUGH. That would depend on the views of the commission. Many postmasters were business men and held positions paying more salary than they are receiving as postmasters.

Senator STERLING. Your idea is that the postmaster should have \$7,000 and the assistant \$3,500, carrying out the law as it is now?

Mr. BRUMBAUGH. No; I wouldn't make that statement.

Mr. MOON. Then you say you would make it \$3,500 for the assistant?

Mr. BRUMBAUGH. I said \$3,000 to \$3,500.

Mr. MOON. Then, what would you pay the postmaster?

Mr. BRUMBAUGH. I wouldn't like to answer that question for them, as they are to appear before the commission for that purpose.

Mr. MOON. Wouldn't he be performing the same service as he is now?

Mr. BRUMBAUGH. Yes; he would.

Mr. MOON. Well, if you ought to be remunerated for your services to that extent, ought not he to be remunerated?

Mr. BRUMBAUGH. Yes, sir; to such extent as recommended by the commission and Congress.

Senator McKELLAR. But you think that the assistant postmaster should have more than 50 per cent. no matter what they get?

Mr. BRUMBAUGH. Yes; 80 or 85 per cent. for the reason that in my home city the chief clerks of the leading industries, who grew up with me, are receiving from \$250 to \$300 per month, and I do not consider their duties of as an exacting nature as mine or bearing the financial responsibility.

Mr. ROUSE. Taking your own office, who performs the more labor, you or the postmaster?

Mr. BRUMBAUGH. We divide the responsibility. The postmaster assuming general supervision and myself, as assistant postmaster, taking active charge of the work.

Mr. ROUSE. Does he do as much work as you do?

Mr. BRUMBAUGH. He is there about the same length of time during the day.

Mr. ROUSE. Has he any other business?

Mr. BRUMBAUGH. No; he has not.

There is another statement I want to make regarding central accounting offices: In each county there is established a central accounting office for the district post offices to report to monthly and quarterly. These offices in some counties number more than 100. The assistant postmaster generally handles these accounts, and at the end of each quarter long hours of service are necessary to audit the accounts and properly prepare them for the auditor at Washington, D. C.

Mr. STEENERSON. How many offices do you take care of?

Mr. BRUMBAUGH. Twenty-five; but they number as high as 116 offices in counties in Pennsylvania.

Mr. STEENERSON. How much do you think you ought to be paid for that central accounting work for these 25 offices?

Mr. BRUMBAUGH. There should be additional compensation. I can not say just exactly how much; but I think from the information the commission has they will be able to set an equitable rate.

Mr. STEENERSON. I would like to have your views on it.

Mr. BRUMBAUGH. The salary should be two to three hundred dollars additional, because of the additional time and technical nature of the work required of the assistant postmasters.

The CHAIRMAN. Do you give a bond?

Mr. BRUMBAUGH. Yes, sir.

The CHAIRMAN. What is the size of the bond?

Mr. BRUMBAUGH. Seven thousand dollars.

The CHAIRMAN. Do you pay the premium?

Mr. BRUMBAUGH. Yes, sir.

There is another fact I want to present to the commission. In the second-class post office, and in many of the first, I find that the assistant postmaster in many instances is getting less than clerks that get paid for overtime. The assistant postmaster puts in the overtime, but he does not get paid for it. We are not asking for overtime pay, but we are asking that our salaries be put on a higher basis.

Mr. STEENERSON. We put in a bill that a supervisory employee should get \$100 more than the highest-paid clerk.

Mr. BRUMBAUGH. Notwithstanding that, with the overtime, the clerk gets, he makes more than the assistant postmaster.

Mr. ROUSE. That bill hasn't anything to do with overtime.

Mr. STEENERSON. The supervisor gets no overtime?

Mr. BRUMBAUGH. No; and the clerk does.

Mr. STEENERSON. Although he may work more overtime than the clerk?

Mr. BRUMBAUGH. He works more overtime and is financially responsible and has the responsibility of the success of the office on his shoulders.

(Mr. Brumbaugh submitted the following paper:)

STATEMENT FILED BY MR. J. E. BRUMBAUGH, ALTOONA, PA.

The supervisory employees and special clerks of the Altoona (Pa.) post office, desiring to comply with the request of the Joint Salary Commission, submit the following brief regarding reclassification of salaries and working conditions as affecting their positions.

In the Altoona (Pa.) post office there are four supervisory officials and three special clerks performing duties of a supervisory nature, composed of the assistant postmaster, superintendent of mails, assistant superintendent of mails, superintendent of station, and special clerks.

The assistant postmaster is responsible for the policy and management of the office in all its departments and takes charge from an executive to a detailed standpoint, assisting in the supervision of 115 employees. He is charged with the supervision of all finances, which total more than \$3,000,000 annually. He has charge of all sales of stamped paper to retail clerks and district postmasters, of war savings stamps, of documentary and proprietary stamps, and of Treasury saving certificates.

He counts, handles, and banks all moneys received from all sources in the post office, answers official correspondence, investigates cases, makes up all pay rolls, monthly and quarterly accounts, and has charge of all central accounting work affecting 25 district post offices; keeps postal and money-order record books.

The assistant postmaster entered the service through competitive examination as clerk and was promoted to the position of assistant postmaster. He has been in the service a period of 18 years and receives a basic salary of \$1,700 and \$200 bonus, making a total of \$1,900, or an increased percentage of 11½. From July 1, 1904, to July 1, 1912, he was advanced from \$1,500 to \$1,700, and has remained at that rate of pay since that time.

The superintendent of mails is responsible for the receipt and dispatch of mails and the actual operation of the post-office working force in the distribution and delivery of mail. He supervises 100 employees engaged in the operation of postal work. He also has charge of the rural delivery service, screen-wagon service, motor-vehicle service, and the delivery of all parcel-post matter. His duties are diversified and it requires exceptional ability to handle all classes of employees engaged in this work.

He entered the service through competitive examination 21 years ago, and his basic salary is \$1,500, with a bonus of \$300, making a total of \$1,800. He was promoted from clerk to assistant superintendent of mails and then to superintendent of mails.

The assistant superintendent of mails and superintendent of station also perform supervisory work of an exacting nature. The former entered the service through competitive examination and has been in the service 16 years and has a basic salary of \$1,400 and \$400 bonus, making a total of \$1,800. The latter entered the service through an Executive order of the President and has a service record of 28 years; his basic salary is \$1,400 with \$400 bonus, making a total of \$1,800.

The special clerks, who are considered specialists in their line of work, have attained the highest degree of efficiency in the distribution of mails and such other post-office duties in the different positions which they hold. Their work is of a supervisory nature, and each one has charge of a number of employees in one of the following divisions: mailing division; city delivery division; money order, postal savings, war savings, and registry division.

These men also entered the service through examination and have respective service records of 19, 17, and 17 years. Their basic salary is \$1,400 and \$200 bonus, making a total of \$1,600. These men should be paid \$200 to \$300 more than the highest-paid clerk, and it is hoped that the commission will recommend to the department the continuance of this title, which gives an opportunity to the clerical force for promotion.

These supervisory officials and special clerks have almost an average of 20 years of service record, and it will therefore be seen that the best years of their lives have been devoted to the building up of the greatest and most efficient organization of our Government. We respectfully call attention of the commission that, notwithstanding the loyalty and fidelity of these employees, a number of them are still paid under the salary act of March 3, 1883, a salary law which was enacted more than 36 years ago.

Upon investigation in this city we find that positions of a similar nature regarding supervision and financial responsibilities are being paid from 50 to 100 per cent more salary, while the length and character of service required to reach these positions in most cases are not as long as the length of service required to reach a supervisory position or that of a special clerk in the post office. Chief clerks, accountants, foremen, and assistants in the operating departments of the Pennsylvania Railroad are receiving salaries from \$200 to \$325 monthly, and similar salaries are commanded by paymasters and bookkeepers for coal operators and clerks in charge of departments in the larger stores.

In a post office the size of this office, having gross receipts of \$200,000 and money order and postal savings and war savings transactions amounting to \$3,000,000, and employing 100 employees, there are problems regarding the mail service in all its branches, and the meeting of emergencies almost daily presented for proper action, and it is essential that supervisors be capable of giving intelligent decision and information in accordance with the constantly changing postal laws and regulations.

The handling of employees, especially during the past three years, requires the greatest tact on the part of the supervisors, on account of the working conditions and wages outside the Postal Service being so attractive that postal employees, with their low-salaried positions after many years of service, were difficult to retain and prevent their resignations.

The attention of the commission is also called to the duties required of the supervisor having charge of the central accounting work of district postmasters. This work requires accuracy, exceptional good judgment, and application to duties in the performance of this work. Consideration should be made of the supervisor for the performance of this work, as well as adequate help.

Supervisors and special clerks, not alone in this office but generally, have stood faithfully with the Government, especially during the past three or four years, believing that as conditions became known to the Post Office Department and Congress that adjustments in salary to meet the increased cost of living and to provide means for the proper support and education of our children would be granted and that our positions would be placed on a level with positions of similar responsibilities on the outside.

Long hours of hard, exacting work is performed by the supervisors, and in many instances have deprived themselves of home pleasures for the good of the service in being present when emergencies arose and remaining steadfast to their posts of duty until the service was again placed on the normal basis be-

and the criticism of the public and the department. These employees also have a large amount of overtime to their credit each year.

In our statement we have quoted basic salaries because of the temporary nature of the last increases, and we rest our case strictly on its merits, believing that when you have made extensive examinations in this matter you will be convinced that labor should have its just reward and that the employee who gives his best efforts during the greater part of his life to the Government should be compensated to a fair degree, and by so doing the Postal Service would attract to it better and more efficient men, who at this time can do much better in commercial and business occupations.

For the information of the commission there is appended herewith a copy of the business transacted at this office, also a plan for the reclassification of the salaries of supervisory post-office employees as adopted at their national convention held at Atlantic City August 19 and 20, of which the supervisors and special clerks of this office approve.

J. E. Brumbaugh, assistant postmaster; J. C. Brallier, superintendent of mails; S. S. Stonerook, assistant superintendent of mails; F. F. Brunell, superintendent of station; C. J. Glenn, special clerk; W. A. Loudon, special clerk; J. H. McAllister, special clerk.

Gross postal receipts, Altoona (Pa.) post office.

Calendar year:	Amount.	Calendar year:	Amount.
1900-----	\$48,550.18	1910-----	\$106,030.06
1901-----	51,878.13	1911-----	109,763.07
1902-----	54,924.91	1912-----	112,710.68
1903-----	68,019.53	1913-----	116,161.80
1904-----	73,491.43	1914-----	125,294.87
1905-----	79,330.76	1915-----	136,155.98
1906-----	86,979.23	1916-----	154,722.65
1907-----	93,623.60	1917-----	170,522.34
1908-----	93,443.40	1918-----	209,496.29
1909-----	98,718.57		

BRIEF ON BEHALF OF SUPERVISORY EMPLOYEES OF WILLIAMSPORT, PA., FILED BY MR. J. E. BRUMBAUGH, OF ALTOONA, PA.

To the Chairman and members of the Joint Commission on Postal Salaries:

We, the undersigned, supervisory employees and special clerks of the Williamsport, Pa., post office beg to submit herewith a brief statement of facts for the information and consideration of your distinguished Commission on Postal Salaries, in connection with the reclassification and readjustment of salaries in the Postal Service.

The supervisory employees of the above named office are not unmindful of the great privilege afforded them by the Congress of the United States to present such data to your commission, affecting their conditions.

The Postal Service is the greatest business organization in the country, and the one department of the Government which is nearest to the people, and its efficient management means more to the business life of the Nation and to each individual citizen than that of any other department of the Government.

The successful administration of this service depends largely upon the efficiency of the supervisory personnel of the various post offices.

Supervisory employees must be men of integrity and character, of good judgment, energetic, and possessed with executive ability, and likewise be able to properly handle men.

The supervisory force of the Williamsport, Pa., post office consists of six employees, as follows: The assistant postmaster and cashier, upon whom devolves the financial responsibility of the office; the superintendent of mails and the superintendent of delivery, charged with the responsibility of the dispatch and receipt of mails, and local delivery of same; the superintendent of money order, charged with the proper conduct of the money order, registry, and postal savings business; the superintendent of Newberry Station (independent) charged with the responsibility of the proper conduct of said station.

This office is also a central accounting office, requiring the auditing of accounts received from 46 third and fourth class offices, adding to financial responsibilities of the assistant postmaster.

SPECIAL CLERKS.

This office has three special clerks, who are very proficient in their particular line. Being a grade above that of clerk, it is an incentive for the ordinary clerk to aspire to promotion to these special clerkships.

These special clerks likewise put forth greater effort to become more efficient in order to become eligible for promotion to a supervisory position in case of a vacancy.

The compensation of special clerks should be at least \$200 greater than that of the ordinary clerk.

OVERTIME.

It is very often the case under present conditions that the clerk or carrier who makes necessary overtime receives as much or more compensation than his immediate supervisor (when perhaps the supervisor has put in as many hours or more of service than the employee). This is unjust and is another of the many reasons for an increase in the salary of the supervisor.

COMPENSATION OF SUPERVISORS.

Aside from the high cost of living, which fact is established beyond question, it is absolutely imperative that the compensation of supervisory employees be increased and the same should be commensurate with services performed and responsibility attached to the position. These salaries should also be equivalent to those paid for similar service in the commercial and industrial world.

No business can be conducted successfully unless the employees are interested in their work, and salaries lower than the worth of the employee tends to destroy that interest more than anything else.

That the standard of efficiency essential to good service may be maintained, the thought of financial burden, due to obligations which cannot be met owing to inadequate salaries, should be eliminated from the mind of the employees.

The salaries of supervisory employees should not be based upon a percentage of the postmaster's salary, as at present, but upon the receipts of the post office, and according to the responsibility, financial and otherwise, of the position held.

We therefore most earnestly appeal to your honorable commission to carefully consider the plan for the reclassification and readjustment of salaries of supervisors.

It will be noted by Exhibit A that the supervisors of this office have served ranging from 11 to 33 years, giving the best years of their lives to the Postal Service at a very nominal salary.

We beg to invite your attention to Exhibits A, B, C, D, E, F, herewith attached.

Respectfully submitted.

W. Stans Hill, assistant postmaster; W. A. Zahn, jr., cashier; M. Dunbar Frey, superintendent of mails; Hayes H. McEwen, superintendent of delivery; Adam Belter, jr., superintendent money order; Herman S. MacMinn, superintendent Newberry Station; William F. Keys, special clerk; D. J. Drameker, special clerk; Chas. W. Williams, special clerk.

WILLIAMSPORT, PA., October 6, 1919.

EXHIBIT A.

Gross Postal Receipts, Williamsport, Pa.

	Amount.		Amount.
1900	\$62,087.25	1915	176,125.40
1910	156,082.01	1916	197,896.90
1911	153,310.74	1917	205,136.00
1912	161,404.80	1918	238,490.60
1913	167,510.12	1919	242,168.80
1914	173,369.15		

Roster of supervisory employees and special clerks.

Name.	Title.	Salary.	Bonus.	Total.	Per cent of increase in 5 years.	Years of service.
W. Stans Hill.....	Assistant postmaster....	\$1,800	\$200	\$2,000	5.88	11
W. A. F. Zahn, jr.....	Cashier.....	1,600	200	1,800	14	32
M. D. Frey.....	Superintendent of mails.	1,600	200	1,800	6.66	33
Hayes H. McEwen.....	Superintendent of delivery.	1,600	200	1,800	23	15
Adam Beiter, jr.....	Superintendent money order.	1,600	200	1,800	23	24
H. S. MacMinn.....	Superintendent Nby station.	1,600	200	1,800	33	12
D. J. Danneker.....	Special clerk.....	1,400	200	1,600	16	17
William F. Keys.....	do.....	1,400	200	1,600	16	18
Chas. W. Williams.....	do.....	1,400	200	1,600	16	17

EXHIBIT B.

MONEY ORDER BUSINESS.

Domestic and international orders issued and deposits received.

Year.	Number domestic issued.	Amount.	Fees.	Inter-national issued.	Amount.	Fees.	Amount deposits received.
1913.....	29,554	\$214,785.08	\$1,759.90	866	\$24,985.62	\$335.67	\$834,871.34
1914.....	31,827	220,192.28	1,874.62	1,016	26,719.89	371.33	916,390.51
1915.....	32,282	209,770.27	1,849.67	789	16,623.66	201.55	823,541.55
1916.....	35,874	228,655.38	2,034.37	538	7,720.78	99.40	806,138.93
1917.....	41,637	285,032.40	2,442.55	355	4,318.00	57.60	821,565.71
1918.....	40,683	314,655.26	2,525.67	252	3,625.89	47.60	976,595.80
1919.....	42,426	388,929.10	2,870.59	310	3,850.95	51.10	1,163,843.07

Domestic and international orders paid, and amount remitted to Treasurer United States.

Year.	Number domestic paid.	Amount.	Inter-national paid.	Amount.	Amount remitted to Treasurer United States.
1913.....	101,876	\$376,034.74	58	\$2,037.79	\$658,500.00
1914.....	107,101	406,718.08	82	2,453.88	701,700.00
1915.....	113,600	388,470.96	75	2,631.32	630,796.00
1916.....	125,210	430,946.06	145	8,414.41	601,769.00
1917.....	128,448	469,858.86	74	2,402.33	639,359.80
1918.....	128,048	531,171.24	83	1,692.28	769,674.00
1919.....	131,646	629,823.96	111	2,868.88	927,869.00

EXHIBIT C.

War savings, thrift stamps, and revenue sales, Williamsport, Pa.

	War sav-ings and thrift stamps.	Documen-tary.	Proprie-tary.
1917.			
December.....	\$5,357.30	\$362.54	.....
1918.			
January.....	18,604.41	915.55	.....
February.....	13,086.83	728.00	.....
March.....	17,170.07	849.10	.....
April.....	34,137.55	1,010.77	.....

War savings, thrift stamps, and revenue sales, Williamsport, Pa.—Continued.

	War sav- ings and thrift stamps.	Document- tary.	Proprie- tary.
1918.			
May.....	\$54,173.05	\$926.34	.....
June.....	74,978.96	962.65	.....
July.....	83,962.07	669.38	.....
August.....	57,917.87	1,055.08	.....
September.....	41,248.65	817.57	.....
October.....	45,655.17	764.54	.....
November.....	24,523.31	549.93	.....
December.....	37,849.30	870.64	.....
1919.			
January.....	12,002.51	733.97	.....
February.....	14,104.20	810.34	.....
March.....	9,807.37	901.02	.....
April.....	5,164.25	1,240.77	.....
May.....	3,235.63	1,089.61	\$811.00
June.....	2,335.06	652.60	547.78
July.....	3,977.75	953.04	792.22
August.....	5,460.20	774.27	617.10
Total.....	564,751.51	17,640.71	2,768.10

EXHIBIT D.*Receipt and dispatch of mails, Williamsport, Pa.*

Year.	City division.		Mailing division.		Transit mails (reworked).	
	Letter packages received.	Sacks received.	Letter packages dis- patched.	Sacks dis- patched.	Letter packages.	Sacks.
1909.....	198,304	10,407	298,416	96,714	18,714	7,642
1910.....	209,116	10,928	312,296	101,302	19,602	8,214
1911.....	214,397	12,764	334,319	109,161	19,914	9,106
1912.....	239,264	15,306	309,217	118,301	20,156	9,952
1913.....	263,417	19,078	315,424	126,402	20,306	9,006
1914.....	274,433	28,860	397,562	131,304	20,503	9,563
1915.....	291,406	31,241	412,862	139,201	21,114	10,061
1916.....	300,828	42,036	474,311	147,604	22,613	11,794
1917.....	319,916	48,394	506,044	166,524	21,947	10,317
1918.....	342,312	52,642	529,392	172,104	23,214	14,409
1919.....	391,116	61,712	564,161	189,316	24,969	16,103

Registry business.

Year.	Number of pieces accepted for regis- tration.	Number of pieces accepted for insur- ance.	Number of C. O. D. accepted.	Number of regis- tered pieces delivered.
1915.....	14,238	7,899	1,157	21,572
1916.....	14,865	11,212	1,785	22,833
1917.....	17,295	18,011	3,006	23,850
1918.....	19,480	30,969	3,525	27,012
1919.....	25,969	44,609	5,687	31,826

POSTAL SALARIES:

1267

EXHIBIT E.

Comparative table showing the increased cost of commodities in the city of Williamsport, Pa.

	Price, 1913.	Price, 1919.	Per cent of increase.
Ice.....per 100 wt..	\$0.25	\$0.70	120
Milk.....per quart..	.06	.14	133
Sausage.....per pound..	.16	.35	118
Lard.....do.....	.13	.38	184
Onions.....do.....	.20	.40	100
Dried corn.....do.....	.15	.50	233
Sweet corn.....per dozen..	.12½	.25	100
Corn meal.....per pound..	.03	.08	166
Bread.....per loaf..	.05	.10	100
Sugar.....per pound..	.06	.11	82
Rice.....do.....	.10	.20	100
Salmon.....per can..	.10	.30	200
Vinegar.....per gallon..	.15	.50	235
Pork steak.....per pound..	.15	.45	200
Ham, whole.....do.....	.18	.48	200
Bananas.....per dozen..	.15	.50	233
Minced ham.....per pound..	.18	.40	122
Bologna.....do.....	.15	.30	100
Side meat.....do.....	.12½	.35	168
Cheese.....do.....	.15	.44	193
Hamburger.....do.....	.12	.30	150
Pork chops.....do.....	.18	.50	170
Soap.....per cake..	.05	.08	60
Flour.....per pound..	.03	.09	200
Cakes.....do.....	.10	.27	170
Crackers.....do.....	.08	.20	150
Butter.....do.....	.25	.65	160
Puffed rice.....per package..	.10	.15	50
Salt.....per sack..	.05	.10	100
Brooms.....each..	.25	1.25	400
Oranges.....per dozen..	.15	.60	300
Milk.....per can..	.15	.25	66
Beans.....do.....	.12	.20	66
Tomatoes.....do.....	.10	.18	80
Peas.....do.....	.10	.22	120
Corn.....do.....	.12	.22	66
Apple butter.....do.....	.25	.55	120
Chicken.....per pound..	.25	.50	100
Veal.....do.....	.12½	.35	170
Potatoes.....per bushel..	.60	2.00	233

EXHIBIT E-2.

	Price, 1913.	Price, 1919.	Per cent of increase.
Sweet potatoes.....per barrel..	\$2.00	\$14.00	600
Onions.....per sack..	1.50	4.00	180
Lemons.....per dozen..	.10	.25	150
Beans.....per bushel..	3.00	9.00	200
Apples.....do.....	1.00	3.00	200
Tomatoes.....do.....	.40	.90	125
Coal, cannel.....per ton..	4.25	7.50	77
Coal, egg.....do.....	5.65	10.25	82
Men's clothes.....per suit..	16.00	40.00	150
Shirts.....each..	1.00	2.00	100
Neckties.....do.....	.50	1.00	100
Socks.....per pair..	.25	.50	100
Hats.....each..	1.50	3.00	100
Shoe repair.....per pair..	.75	2.00	166
Girl's dress.....each..	3.50	7.50	150
Overcoat.....do.....	15.00	35.00	133
Underwear.....per suit..	1.00	2.00	100
Shoes, men's.....per pair..	3.00	9.00	175
Shoes, boys'.....do.....	1.50	4.50	200
Suits, women.....per suit..	15.00	40.00	233
Collars, linen.....each..	.12½	.25	100
Boys' suits.....do.....	8.00	25.00	212
Uniforms (letter carrier).....do.....	12.00	28.95	124
Carpets.....per yard..	.90	2.00	178

ALL INFORMATION CONTAINED HEREIN IS UNCLASSIFIED
DATE 11-14-2013 BY 60322 UCBAW

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SECRET

THE STATE OF TEXAS, COUNTY OF DALLAS, ss. I, the undersigned, a Notary Public in and for said State, do hereby certify that the foregoing is a true and correct copy of the original of the same, as the same appears from the records of said County.

WITNESS my hand and seal of office, this 1st day of May, 1901.

NOTARY PUBLIC IN AND FOR THE STATE OF TEXAS.

	Year ending June 30, 1908.	Year ending June 30, 1919.	Percentage increase.
Postal receipts.....	\$89,587.27	\$336,911.72	3.81
Salaries:			
Postmaster.....	3,100.00	3,500.00	.13
Assistant postmaster.....	1,500.00	1,700.00	.13
Other supervisors.....	1,300.00	1,600.00	.23
Special clerks.....	1,000.00	1,400.00	.40
Maximum clerk.....	900.00	1,300.00	.44
Maximum city carrier.....	850.00	1,300.00	.53
Railway postal clerk.....	1,200.00	1,800.00	.50
Rural letter carrier.....	720.00	1,500.00	1.08

The average annual compensation of the post-office employees at York, Pa., amounts to \$1,494, which sum is less than statistics claim necessary for the ordinary family requirements to cover the cost of living, and \$206 less than the highest paid supervisory employee, whose salary is fixed at \$1,700, exclusive of the war bonus, and it must therefore be very obvious to the Congress that every supervisory official and special clerk at this office is inadequately paid. The compensation should be sufficient to allow supervisory employees to live in keeping with their respective positions and the renewal of former associations with industrial, commercial, and professional employees whose salaries have increased from 50 to 600 per cent during the period of the war, and who have not been deprived of those things which make for the American standard of living as has been the case with postal employees.

Appended hereto kindly note comparison of salaries paid commercial, industrial, and financial supervisors with the compensation paid post office employees performing similar work with regard to financial responsibilities, and the number of men supervised:

Bank cashier.....	\$2,500—\$5,000
Factory manager.....	2,500—5,000
Store manager.....	3,000—5,000
Factory superintendent.....	2,000—4,000
Department manager.....	1,800—3,500
Factory foreman.....	1,800—3,500
Office manager.....	1,800—3,000
Post-office supervisor.....	1,600—1,900

(Mr. Brumbaugh also submitted statements respecting the postal business, number of clerks, and salaries paid at the offices of Bradford, Lancaster, Carlisle, Chambersburg, Chester, Coatesville, East Pittsburgh, Lebanon, Sunbury, and Tyrone, Pa., which are on file but not published.)

STATEMENT OF MR. ERNEST GREEN, BALTIMORE, MD.

Mr. GREEN. My colleague, Mr. W. Howard Gibson, and myself appear before you on behalf of the supervisors of the Baltimore post office, and also those in the first and second class post offices in the State of Maryland, and inasmuch as the hour is getting late and as the general points have been so thoroughly covered by the preceding speakers I will only trespass upon your time for a few minutes.

There are two points which I desire to touch upon, that of the inadequate salaries paid to supervisory employees, especially in the financial section of post offices, and the personnel of the employees who are now entering the Postal Service.

Notwithstanding the fact that in recent years many new features have been introduced in the Postal Service of a character involving the handling of large sums of money, and which has consequently increased the duties and responsibilities of supervisory employees, their basic salary has only been increased 10 and 5 per cent, respec-

tively, over and above that which they have received during the past 30 years, when the present reclassification measure was enacted in law.

Of the 1,200 or 1,300 employees in the Baltimore post office, all I speak of that office because I am more familiar with the conditions there, and as it is one of the larger offices and in the group next to the five largest offices in the country, there are only 66 supervisory positions paying basic salaries from \$1,600 to \$3,000, only 4 of that number being assigned to the financial section of the office. We have a superintendent in charge of finances who has supervision over the combined financial transactions at the main post office and over a hundred stations, whose salary is \$2,855, including a bonus of 5 per cent; a postal cashier who handled last year approximately \$4,100,000 in postal receipts, \$1,000,000 in war savings, and who disbursed two million and a half dollars and whose salary is \$2,730, including bonus of 5 per cent. We have a money-order superintendent or cashier who handles approximately \$5,000,000 in money-order transactions and who received a salary of \$2,600, including the bonus of 5 per cent, and there is a bookkeeper who has under his supervision the bookkeeping section and who receives a salary of \$2,200, including a 5 per cent bonus. These employees have been in the service from 15 to 30 years, are prominent in their duties, and anyone of whom could be found as easily in the commercial world. The increase of 5 per cent and 10 per cent, respectively, in their salary is commensurate with their duties and responsibilities and entirely in line with the present high cost of living.

There is one other matter which I desire to bring to your attention: In 1917 and in the next few years there have been introduced in the Postal Service in recent years and which has increased the duties and responsibilities of the supervisors of the service, there is the increased responsibility of the selection of new men coming into the service. A very few years ago when we held the last competitive examination we had 100 to 150 applicants and most of them were bright, capable, intelligent men who were a credit to the service. Under nearly this condition in recent years. The Postal Service is in a great measure in the young men. In four examinations recently held for the examination of men there were 25 applicants, an average of little more than six for each examination. Of this number 50 per cent were colored and the majority of the remainder were foreigners, some with very poor English and some of whom had not even been examined at the time of filling their examination papers. As I have stated, this is due to the responsibilities of the supervisors in their efforts to secure results from good material, and unless something is done to remedy these conditions and make the service more attractive you will not be able to attract that better class of men who represent the future supervisory force of the Postal Service. I thank you.

(Mr. Green submitted the following paper:

We represent the subject of the bill for the assistant postmaster, in the State of Maryland, and we desire to call attention to the purpose of making an effort to secure the best possible material for the supervisory force of the Postal Service.

The subject of the bill has been brought to the attention of Congress through its own action in several years past, both by

the Post Office Department and the supervisors themselves, and we feel quite confident that you are familiar with the existing conditions which have been rendered more acute during the past three or four years due to the increased cost of living.

Supervisors are at the present time being paid in accordance with the reclassification bill enacted by Congress in 1889, or 30 years ago, and while it is true that additional positions have been added to the various groups of supervisory employees during that period, there has been no increase in the original compensation fixed by that act unless might be mentioned the 10 per cent increase allowed July 1, 1918, for supervisors in the \$1,500 to \$2,000 grade, and only 5 per cent above the \$2,000 grade. You must certainly realize that this increase of 10 and 5 per cent, respectively, is totally inadequate and not in keeping with the increased cost of living, especially in the State of Maryland, where, due to the location of numerous munition plants, cantonments and other war industries, the cost of living according to the Government statistics has increased approximately 87 per cent.

The supervisory force is composed of men of ability who have made the study of the Postal Service their life work and are certainly entitled to the most generous treatment that the service can afford. They have suffered more than their share from an economical administration for 30 years and due to past failure to recognize them, which has caused much discontent, the service has lost many of its valuable employees, and this has naturally had the effect of lowering its standard.

The supervisory force has direct supervision over the clerical and carrier forces, both city and rural delivery, throughout the country and are responsible for the conduct of the Postal Service and for the expeditious handling of the mails. The added features in recent years of postal savings, war savings, parcel post, motor vehicle service, and more recently the sale of food, have greatly increased their responsibilities and duties and have especially resulted in a considerable increase in the volume of financial transactions, involving as it does millions of dollars. Notwithstanding these facts and in the face of most perplexing difficulties, they have been loyal and have remained in the service in a great many instances at personal sacrifice and have consequently not availed themselves of many opportunities for bettering their condition in other lines of work.

The deterioration of the personnel of the employees of the Postal Service in the employment of untrained and unskilled employees has added to the responsibilities and duties of supervisory employees in their efforts to secure the best results under such conditions. The service, it would appear, no longer attracts the young man and the class of men who take the civil service examination for appointment are not up to the standard of a few years ago; and if this condition is permitted to continue the complete demoralization of the Postal Service is bound to result. Business concerns today are paying much higher salaries to those whose duties and responsibilities correspond to those of supervisors in the Postal Service; a condition which you can readily appreciate will eventually result in the loss of this trained and expert group of employees unless some action is taken to ameliorate the existing conditions.

The loss of these trained and efficient men and their replacement by inexperienced and too frequently incapable employees has resulted in a tremendous increase to the Government in the cost of operation aside from the mere turnover of labor, to say nothing of the general dissatisfaction and discontent which prevails among the employees at the present time.

In order to afford adequate compensation we earnestly ask your favorable consideration of the reclassification bill for supervisors which has been submitted to you and which we feel quite confident you will find to be fair and equitable, the adoption of which, it is believed, will afford the needed relief and will, if coupled with adequate provisions for subordinate employees, restore the service to its former efficiency and popularity.

Under the general head of suggestions we wish to emphasize the importance of providing suitable retirement legislation and the granting of 30 days' annual sick leave with pay.

Respectfully submitted.

ERNEST GREEN,
W. H. GIBSON,

Representing Supervisors in the State of Maryland.

STATEMENT OF MR. HARRY H. LAWRENCE, RICHMOND, VA.

Mr. LAWRENCE. I would like to read a brief, gentlemen [reading]:

I represent the supervisory employees of the Richmond post office and certain other post offices in the State of Virginia who have requested me so to do. The special clerks have sent their own representative, whose brief should be considered a part of this.

This brief is prepared, read, and presented in lieu of any other statement, for two reasons, namely, in order that you might have same for perusal and consideration at such time as may suit your convenience, and, again, that our attitude be made perfectly plain, without any possibility of misconstruction or misinterpretation.

By way of introduction, we wish to have it clearly understood that the supervisory officials represent those men of loyalty to the service who have risen from the ranks by dint of extraordinary effort and talent in the handling of post-office affairs. There must be exceptions, but this is the rule. The department relies, and necessarily so, upon the supervisory force for results, and as results mark the man, so therefore from every logical standpoint of reasoning should regulate his salary. The standard of service can be raised or lowered according to the supervision given.

Much consideration has been given to methods with reference to improvement of the service, and rightly so; but I wish to call attention that the most perfectly organized system of methods that could be possibly devised is absolutely worthless unless administered properly.

The supervisors believe that any relief given, resulting from your deliberations, should not be considered as in the light of an increased expenditure and on the wrong side of the ledger, but as an investment made after mature thought, which we pledge you will be certain to bear interest at a higher rate, through increased efforts, made possible by the relief given our minds in connection with our financial obligations.

Not every man is suited to become a supervisor; he should be naturally fitted in disposition, tactful, of calm judgment during times of stress, etc. He should have those characteristics which inspire the confidence of those supervised, so necessary to the best results. Furthermore, no employee is eligible to become a supervisor until years of service and application to duty have passed over his head. The same steadfastness of purpose and effort applied to any other profession or calling with the amount of intelligence required would place him in the foremost ranks of that vocation, where the salary is commensurate usually with the service rendered, presuming always, of course, that there is a market for that service; but what happens to the supervisor? He advances maybe to the highest rounds obtainable, his enthusiasm and ambition have won, but the realization dawns upon him that there is no demand for his knowledge outside of the Postal Service, and he is being inadequately paid. After all, he is merely living, he and his family, with no further opportunity of advancement in salary, no outside market for his wares, and little hope, even with the most careful management of that salary, of ever laying aside an amount sufficient to maintain him even with the necessities of life during that period of old age when his usefulness to the service—and, for that matter, to anyone else—has passed. Truly this is a bright prospect, and one which during those moments when the review of one's whole life is pictured causes him to shudder and to think that, after all, his great mistake was made on the day when he first accepted appointment in the service. I say this is the thought: And if it were not that "hope springs eternal in the human breast," sorry, indeed, would be our prospects. Extraordinary effort by the same token requires encouragement, and the simple necessities do not satisfy that ambition so essential to the making of an efficient supervisor.

We can not continue with enthusiasm, to throw our whole soul into the work and to give the best that is in us while watching each day our salary depreciate in value. Even though you gentlemen grant us now a satisfactory reclassification with salary increase consistent, please do not forget that we have already contributed our sacrifice. We have been struggling against the high tide of steadily increasing expenses for at least two years, with only a very small, noncomparable increase in salary—the mere comforts of yesterday are the luxuries of to-day.

Why should we have an increase? Mr. John C. Koons, our First Assistant Postmaster General, has told you that the supervisors are the poorest-paid

employees, by comparison, in the Postal Service, and no service man questions his knowledge on postal matters, gained from years of experience by actual contact with every phase of our work.

Increased cost of living represents a problem with which you are fully acquainted. Statistics gathered by the Government are proof conclusive of the justice of our request for salary adjustment sufficiently increased to meet present-day needs. It goes without saying that if an employee was worth to the Postal Service on a certain date a given salary and on a date subsequent thereto living conditions had advanced a certain percentage, out of all proportions, then the Government, as a model employer, should pay him a salary commensurate with results accomplished under these new conditions. Other corporations have taken such action.

There are several thoughts which should not be overlooked at the time of your deliberations. The post-office employee in general is loyal and especially the supervisor, and I say this without any intent of reflecting on other employees, but the very nature of his duties require loyalty of him when others are apt to become disgruntled or depressed.

Dealing with the method of reclassification please pardon me when I call attention to the fallacy with reference to the calculations of the bonuses as determined upon effective July, 1918, and continued 1919. Supervisors up to a certain grade are receiving \$200 per annum bonus, the higher grades receive 5 per cent. How does this work out? Why, the first-mentioned employees get theirs, and they should have it, the smallest paid should have first relief; but the employee making \$2,400 on the 5 per cent basis receives \$120 bonus, while the employee making \$3,000 receives \$150 bonus. In other words, those between the lowest and the highest paid employees are caught in the mill.

Salaries and wages outside of the Postal Service have in most cases kept pace with this increase; some given voluntarily, some through representations made by employees to employers, but your postal employee has "stuck to his guns," believing that the time would come, and it has come, when our just claims would be heard and, we believe, will end in fruition.

There is not a sufficient difference between the salaries of the highest grade clerk and the lowest grade supervisor (the foreman) only \$100 in the basic. These men represent the greatest number of any one class in the supervisory grades. They have responsibilities equal to any such bearing similar title outside the service. Compare this salary with a few outsiders. I have in mind a gentleman in one of our department stores who has the supervision of 10 girls, and whose salary is \$50 per week; another who is foreman at the Richmond branch of the American Locomotive Works, who has the supervision of about 40 men, and whose salary is \$300 per month; and still another who is foreman of the roundhouse of the Chesapeake & Ohio Railroad, supervising 23 men, whose salary is \$256.50 per month. These and many other such cases in Richmond could be cited for comparison.

With reference to the higher grades, if you will pardon me, I will cite my own case for example. I am superintendent of mails at Richmond, Va., ranking next to the assistant postmaster. I have general and concurrent supervision over more than 300 employees. I have worked hard and the department and local postmasters have recognized my efforts and have given me approximately about all within their power to give under the existing law; but, even at that, I am receiving per hour just about the same as a bricklayer, or a first-class plasterer, or a number of others that could be mentioned who work with their hands a given number of hours per day without having any other worry or responsibility than the mere perfunctory performance of a routine day's work. These examples, gentlemen, are not imaginary, but are based upon real sober facts, and my condition is identical with that of all other supervisors throughout the Postal Service.

We believe that we should be reclassified and given a salary increase of 100 per cent to meet the same percentage of increase in the high cost of living, less, of course, any bonus or other increase given us during the last three years. Of course, we do not believe that these salaries can be paid under the present postage rates, or without some legislation being enacted increasing the postal revenues, without showing a large deficit; but we do believe that the public at large would not bitterly complain if postage rates were increased to the end that better salaries and better service would result. The public is willing to pay for service it has in other lines, therefore, the question naturally arises, Why should ours be the exception?

In closing gentlemen, this argument, let it be understood that our plea is not based on any desire for sympathetic adjustment, and this is spoken in the best of spirit, but upon the justice of our claim after all of the cold facts are before you and after same have been carefully weighed and careful consideration given, by comparison with men engaged in executive work parallel with ours in other branches of industry, where the knowledge of detail and finance and the handling of men with their varied dispositions is essential. We ask for a reclassification, with upward revision of salaries and an adequate retirement measure. We ask that you do not penalize our loyalty nor capitalize the lack of a competitive market. Hold out hope as an incentive to greater efforts. Give us just compensation and we in turn will devote our lives and our maximum efforts for better service.

If there are any questions you would like to ask, I will endeavor to answer, or if you care to, Mr. John Hirschberg, commissioner of labor for Virginia, who accompanied our delegation, is present, and I have no doubt but that he also will be pleased to be at your service.

STATEMENT OF MR. W. H. HAYCOCK, SUPERINTENDENT OF MAILS, WASHINGTON, D. C.

Mr. HAYCOCK. Mr. Chairman and gentlemen: I will file a memorandum or brief, and I will only take a moment of your time to call attention to one or two special features.

The work of the supervisory officials during the past several years has been performed under great difficulties, owing to the caliber of the men that have come into the service during those years. As you know, a great many of the large offices are operating with a great many temporary employees who have not passed the civil-service examination and they only come in to stay for a short while until they can get another position. They have to be broken in and by the time they are worth something to the service they have obtained a new job and leave. Under those conditions, the supervisors are responsible for moving the mails just the same as under normal conditions. They are expected to render just as efficient service with that character of help as they did with the old-time character of help that came in and made it a profession and stuck for the remainder of their lives.

During the last 10 years there have been increased salaries provided for postal employees, but very little recognition has been accorded the supervisory employees. In 1908, when the classification act went into effect placing the clerks and carriers upon an automatic promotion scale, no promotion was given to the supervisory employees. The only promotion given since that time was last year, when you gave an increase of 5 per cent. when an increase of \$200 was given the clerks and carriers. We are not finding fault with that. We just want to show you that the supervisory have not had the same consideration as some of the other employees. In 1908 the highest-paid superintendent of mails in the country was receiving \$3,200. To-day that salary remains just the same. One of two things, then, is fact: Either the superintendent of mails at that time was very much overpaid or he is underpaid at this time for the responsibility he has had to assume.

The supervisory are the ones upon whom the responsibilities of the service rest. They are the ones who move the mail, and they are the ones who have to develop distributors, who are the backbone of the service. They are the ones to see that the orders of the depart-

ment and their postmasters are carried out, and they are the men who have made it a life study and have been promoted to these positions because they have shown merit and unusual ability.

In the Washington post office we have 60 supervisors, and all these men are actively engaged every day in the supervision of the work under them. Of that number only two are over 55 years of age, and of the sixty 22 have been in the service more than 25 years. A number of them have been in the service under a number of different postmasters and through different administrations, which is indicative of the fact that they have ability and are in these positions only because they can perform the services, so we would ask you to give consideration to the supervisors in framing a reclassification of salaries.

We do not believe, when raising salaries, that it is fair to draw a dead line and make it twenty-two or twenty-four hundred or three thousand, or to say that the men who are getting a salary above a certain amount are getting enough to skin by on and do not need an increase. The cost of their living and their financial responsibilities have been increased and their dollars have been cut in half, the same as the other fellow's.

In considering the Washington office, I want to call one particular feature to your attention, and that is if your commission should recommend a scale of salaries for supervisory employees based on receipts of the office; that you gentlemen should give some special consideration to the Washington office, because the money receipts of the Washington office do not represent the amount of work performed. As you know, there is a large volume of Government mail goes through the Washington office for which no payment is made and which is not reflected in the receipts of the office; and if in drawing up a plan where the salaries of supervisors are based upon the receipts of the office that fact is overlooked, the supervisors of the Washington office will not receive the same compensation as men engaged in other offices handling the same amount of mail. We would like you to consider that feature in your deliberations.

Mr. Haycock filed the following brief:

BRIEF SUBMITTED BY MR. W. H. HAYCOCK, WASHINGTON, D. C.

The supervisory employees of the Washington post office are interested in the first place in having the commission give consideration to the question of an increase in salary for the clerks and carriers, and particularly the desirability of increasing the entrance salary, in order that a better class of men may be induced to enter the Postal Service to maintain a high standard of efficiency. Under the present salary scale young men possessing the intelligence and ability required of a post-office employee are not seeking employment in the Postal Service or manifesting sufficient interest in the work upon receiving appointment to make it their permanent calling, as was the general rule prior to the time the cost of living increased. One of the main reasons for this condition is that those who have the proper qualifications for post-office work are able to obtain positions in the commercial world paying higher salaries and usually more satisfactory working conditions.

The requirement for efficient service confronts the supervisory officials, and unless competent help is procured and placed at their disposal it is impossible to afford the character of service demanded by the Post Office Department and the public. The Postal Service is comparable to a large public utility, and the same degree of efficiency is expected of it by the public as of public utilities, and unless such service is given, severe censure results. While the supervisory officials are expected to maintain efficient and economical service and to apply the same business rules and methods as obtain in large private corporations

[illegible]

superintendents of stations have a dual responsibility in that they are responsible for the performance of service of employees under them and also proper handling of the finances of their stations. The number of employees they supervise is from 3 or 4 to 50 or more, which often includes a large number of letter carriers. The highest salary paid to a superintendent of a station at the Washington Post Office is \$2,000, there being two in this grade, the lowest receiving \$1,800. While some of the superintendents of the smaller stations are sufficiently paid for the character of service rendered, it is obvious that those of the larger stations are entitled to a higher salary.

DIVISION OF MAILS.

The division of mails of the Washington Post Office comprehends the handling of the mails of a city with a population of approximately half a million in addition to the mails of the Executive Departments, the Senate, and the House of Representatives. Over 1,000,000 pieces of mail are handled individually daily.

The Washington office is the medium for the distribution of not only the Government correspondence and printed matter of the Government but also all kinds of supplies for Government business, comprising internal-revenue stamps, postage stamps and stamped envelopes, drawings, blue prints, public documents, scientific instruments, chemicals, samples of soils, etc., pouches, mail sacks and locks, and official supplies such as stationery, envelopes, scales, etc. This character of mail is of such weight and size as to render it difficult to handle.

The Washington office is also a clearing house (or terminal office) for the distribution of circular and parcel-post mail for certain Southern States, the mail being concentrated here for distribution from other post offices and railway offices throughout the country. Such terminal work in itself involves the employment of 75 clerks daily; but as no revenue accrues to the Washington office from this mail it is only just that due allowance be made for the superintendence thereof, particularly as the work is technical and necessitates the employment of a large number of trained distributors.

The following statistics of the Division of Mails of the Washington office for the fiscal year ended June 30, 1919, are submitted to give an idea of the amount of work involved:

Cancellations (letters and postals)-----	228, 473, 185
Sacks dispatched-----	2, 561, 248
Sacks received-----	614, 273
Insured and C. O. D. parcels dispatched-----	771, 549
Parcel-post packages delivered-----	1, 480, 301
Special-delivery pieces delivered-----	1, 448, 213
Number of registered pieces handled-----	4, 476, 946

A comparison was recently made of certain statistics of mail handled during the 19 months following the declaration of war by the United States with the 19 months immediately preceding that declaration, as follows:

	Cancellations.	Pouches dispatched.	Pouches received.	Sacks dispatched.	Revenue.
War period.....	437, 871, 308	422, 295	330, 847	3, 764, 152	\$6, 046, 258. 96
Pre-war period.....	191, 666, 968	206, 742	231, 097	2, 227, 146	3, 404, 012. 16
Increase, per cent.....	129	104	43	69	78

There has been only a slight falling off in the mails since the close of the war, notwithstanding that a decided slump was expected.

In a recent letter from the Comptroller of the Currency to the Postmaster General it was stated that that office had shipped by registered mail through this office, during 16 months, \$344,000,000 in national bank notes, and that the Federal Reserve Board had shipped \$5,000,000,000 in the same way during the four and one-half years of its existence. These figures represent only two bureaus of the Treasury Department. There are others constantly shipping currency through the Washington office, the amount of which is unknown. Besides this, the bonds of the several Liberty loans were practically all shipped through the Washington office.

During the fiscal year ended June 30, 1916 the Bureau of Printing and Engraving expended an aggregate amount of \$4,502,575.107 stamps. In addition to the numerous stamps produced I used through his office.

The responsibilities of the superintendent in charge of the Division of Mails are great. He is required to develop and maintain efficient system for handling of the mail, to maintain it and with the least possible delay and a minimum cost of service to the public. He is also required to see that the superintendent be thoroughly familiar with the workings of all branches of his division, not only theoretically but in a practical manner, so that the best results may be obtained. He receives a salary of \$3,000 plus 5 per cent.

Under former organization there were separate superintendents of delivery, mailing, and register divisions. The vehicle service was under private contract. Under the reorganization of the office in the two-division plan all of this responsibility was transferred to the superintendent of mails.

The number of employees under the jurisdiction of the superintendent of mails are as follows:

Clerks	-----	1
Carriers	-----	1
Motor vehicle service	-----	1
Substitute clerks	-----	1
Temporary clerks and laborers	-----	1
Substitute carriers	-----	1
Temporary carriers	-----	1
Special-delivery messengers	-----	1
Total	-----	1

Eighty-nine auto trucks are required to assist in the transportation, delivery and collection of mail, and the Government mails being transported in vehicles of the various departments.

The assistant superintendents of the Division of Mails receive gross salaries ranging from \$2,000 to \$2,500, their duties being very similar to those of the superintendent except in the case of three such employees, who are assigned to special sections of the division. The assistants are required to possess executive and administrative ability and to have a wide knowledge of postal service. All of them have passed through the various stages of office work and have been promoted to the positions which they occupy because of their ability. The salaries received by them are not commensurate with the salaries paid by private concerns for employees performing work requiring the same knowledge and responsibility.

Foremen of crews are practical men who have passed through the various phases of post office work, and who are selected solely upon their intimate knowledge of the work and ability to maintain proper supervision of their crews ranging from 40 to 200 employees. They should receive from \$400 to a higher salary than the highest-grade clerk.

Consideration should be given the matter of adequate salaries for certain postal employees who are performing constructive work of a high-grade character and who are of very much value to the service because of their ability to perform the technical work required, practically without the assistance of superiors. The clerks referred to are locally designated as schedule, schedule clerks, correspondence clerks, general office clerks, clerks in charge second-class matter, and stenographers. Such employees should be granted salary several hundred dollars in excess of the maximum-grade clerk, according to their ability and the requirements of their positions.

Under this classification are also embraced assistant foremen of crews and supervisors of sections who have the ability, in addition to their special assignments, to supervise the large crews in the absence of foremen.

Attention is called to the fact that there has been slight increase in salaries of supervisory employees during the past 10 years. In 1906, when the salaries of clerks and carriers were reclassified and placed on an arithmetic scale basis the supervisors were not given any increase, the highest pay received by a superintendent of mails at that time being \$3,200 annum, which is the same to-day, with the exception of the 5 per cent increase. It is true that the number of positions in the ranks of the supervisory class has been increased, but this was due to an increase in the service involving both quantity of mail handled and employees.

With the increase afforded clerks and carriers in 1908, and July 1, 1918, such employees have received an appreciable increase over what was paid prior to 1908, and some consideration should be given supervisory employees who carry the burden and responsibility of the work.

As a further evidence of the inequity in the salaries of the employees and supervisors, I wish to invite attention to the fact that during the quarter ended September 30, 1919, 23 employees of the Washington office received salaries in excess of those received by their foremen on account of overtime made by them, the latter not being entitled to compensation for overtime.

While the salaries of the supervisors have remained nearly at a standstill, the responsibilities of such employees have increased. Since January 1, 1913, there have been many innovations in and additions to the service, such as the establishment of the parcel-post service, including insured and C. O. D. features, the establishment of Government-owned vehicle service in place of the contract screen-wagon service, additional terminal work for the distribution of mails, the sale of war-savings stamps, the establishment in post offices of accounting branches in connection with the money-order system, and the establishment of central accounting offices for various States.

There are 60 supervisory officials connected with the Washington post office, every one of which is in active supervision of the division, section, or station to which he is assigned. Only two of these officers are more than 55 years of age, and 22 of them have been in the service more than 25 years. These men have been selected for the positions solely because of their ability, and most of them have served under a number of postmasters and administrations, indicating that they are rendering satisfactory service. The number of supervisory officials throughout the Postal Service is small compared with the total number of employees, and the amount that would be necessary for a reasonable increase in salary for them would be small compared with the total amount appropriated for the maintenance of the Postal Service.

Should the commission decide to recommend an increase in salary for supervisory employees scaled upon the postal receipts of offices, it is requested that special consideration be given the case of such officials in the Washington office, to the end that they may receive salaries commensurate with their duties. Owing to the large quantity of free matter passing through the Washington office, which is not reflected in the receipts of the office, any scale of salaries based solely upon paid receipts would be unjust. If receipts are to be the basis, then a special arrangement should be made to compensate supervisors of the Washington office in amounts equaling salaries paid such employees in other offices handling a similar volume of work; in other words, volume of work at the Washington office should be the controlling factor and not the receipts. These special conditions will be brought to your attention in greater detail at the hearing before your commission for postmasters.

STATEMENT OF MR. W. H. GIBSON, BALTIMORE, MD.

Mr. GIBSON. Gentlemen of the commission, I am chosen to represent the supervisors of the Baltimore, Md., office, but there has been so much said that I will require very little time.

There is one point in particular that has been mentioned, that I would also like to urge, and that is the nonuniformity of titles in the different offices. Here in Washington a man is the superintendent of carriers, in Baltimore he is the foreman of carriers, in Philadelphia he is the assistant superintendent of mails, in Brooklyn, N. Y., he is the assistant superintendent of delivery. That was brought about by the reorganization of the offices on the two division plan, and it seems to me they have all been reorganized on different lines.

As I have charge of the carriers in Baltimore I want to bring to your attention the caliber of the men we are getting in. At the present time we have 75 substitute carriers. Thirty-four per cent of these are colored men and a great many of the others have names that you can not pronounce. We have no substitute clerks, but the

clerks that came into the office last year have been more than 40 per cent colored men, and a great many have resigned, and as those who are entering must necessarily become the bone and sinew of the service, as well as the supervisors of the future, it seems to me that it is necessary at the present time to increase the pay of the supervisors so that these places may become attractive to men entering the service.

Mr. STEENERSON. These substitutes that you have have been selected through civil service?

Mr. GIBSON. Yes, sir.

Mr. STEENERSON. But these auxiliaries are not civil service?

Mr. GIBSON. They are not; no. We have some temporary clerks but we have no temporary carriers at the present time. We carry them through the war, and at the present time we have 75 substitute carriers, which is hardly sufficient.

Mr. STEENERSON. These auxiliary clerks and carriers; they have not gone through civil service, have they?

Mr. GIBSON. They have not.

Mr. STEENERSON. They are simply hired the same as you would hire a day laborer?

Mr. GIBSON. They are subject to being dropped at any time that the postmaster may not need them.

Mr. STEENERSON. Then what is the necessity of increasing the compensation?

Mr. GIBSON. To induce the better class of men to come into the positions. We are only paying 40 cents an hour, and they are paid 50 cents for street car conductors. It is hard to get men. We get those not wanted by the industrial and commercial concerns.

Mr. STEENERSON. You can not retain efficient men with the present salaries?

Mr. GIBSON. We can not. The men come in and stay a little while, and when they see no chance of promotion, they leave.

STATEMENT OF MR. J. C. COOK, BALTIMORE, MD.

Mr. Chairman and gentlemen of the commission: As a representative of the special clerks of the Baltimore post office, I desire to impress upon you the necessity and importance of maintaining the special clerk grade.

Without some such incentive as that offered by this grade, the general effort for expert knowledge and maximum efficiency will be removed; and the result will, therefore, be reflected in the impaired efficiency of the service.

The special clerk is looked upon as one having in a peculiar and distinguishing degree certain characteristics above the ordinary clerk, and, in view of the fact that this title has been attained by him through strict attention to duty, persevering effort, and intelligence, it seems only a question of justice that he should receive recognition in the Postal Service, just as these qualifications are rewarded in the commercial world.

It is not deemed necessary to enumerate here the many different activities or assignments special clerks are called upon to perform; in fact, a special clerk is expected to be able to fill any assignment.

acting at times in the capacity of a supervisor and in many instances regularly assigned as foremen or assistant to the foremen.

In presenting these claims we feel that the special consideration shown our grade in the matter of salaries should be commensurate with the special service expected, and that the difference between the highest grade clerks' salary and that of the special clerks should be not less than \$200.

STATEMENT OF MR. THOMAS V. KEENAN, PHILADELPHIA, PA.

Mr. KEENAN. Gentlemen of the commission, I am not going to burden the commission with a mass of figures, because the town is dry enough, and figures are dry articles to deal with.

"The laborer is worthy of his hire." These words, taken from the Book of all books, like all human truths, ask no special favors, no bonuses; it simply says that the man who does the work must not be denied the reward of his labor, and aptly fits the situation in so far as postal employees are directly concerned.

As to the economic and ethical question as to the "whys and wherefores" of the high cost of living and the reduction thereof to a staple basis, while it is of the utmost importance, is one, nevertheless, that will have to be dealt with elsewhere other than by this commission. However, it is the high cost of living and the inadequate salaries paid postal employees that has been the "germ" of your creation, so therefore a small endeavor will be made to show the increase in the cost of living from July, 1914, prewar period, to July, 1919, the eve of reconstruction.

From the research reports of the National Industrial Conference Board we find that the average cost of living for American wage earners advanced 50 to 55 per cent from July, 1914, to June, 1918, and up to November, when the armistice was signed, 65 to 70 per cent above the average cost in July, 1914. From the United States Bureau of Labor Statistics it is found that the increase in food-stuffs, based on the average retail prices between the year 1913 and June, 1919, was 84 per cent. As to the increase in the price of clothing, absolutely necessary for man, I will submit herewith comparative prices paid in 1914 and the average cost this year (necessary so in my particular case, wherein I have to be most economical by reason of being blessed with a large family).

	1914	1919		1914	1919
Suit.....	\$15.00	\$40.00	Socks.....pair..	\$0.12½	\$0.37½
Undercoat.....	10.00	35.00	Underwear.....suit..	1.00	1.75
Trousers.....	3.50	7.00	Night shirt.....	.75	1.75
Shoe.....	1.00	1.75	Collars.....	.12½	.30
Shoe.....	3.00	7.00	Hat.....	1.50	6.00

As can be readily seen from these prices the advance in necessary clothing has been from 75 per cent to 300 per cent.

The average increase for fuel, heat, and light has been about 57 per cent above the prices prevailing during July, 1914.

From an allocation studied by the United States Bureau of Labor Statistics it is found that food requires approximately 43 per cent, clothing 13 per cent, fuel, heat, and light about 6 per cent of one's salary, and thus it runs ad

infinitum, figures upon figures could be quoted, but why keep on? You members of this commission are representative Americans and in your own individual cases you know the increase in the cost of living, better than I could possibly present it to you. And now, sirs, while this increase in the cost of living has come upon us all alike, the salaries of postal employees were practically at a standstill save the temporary increase provided for in the Post Office appropriation bill for the year ending June 30, 1919, whereby the salaries of postal employees were increased temporarily in the maximum 1 per cent, in the low grade, to about 13 per cent in the high grades or salaries. No specific temporary appropriation, however, being made for the year ending June 30, 1920.

In the face of this it is wonderful, indeed, patriotic I may add, that more men in the Postal Service did not avail themselves of the high rate of wages paid and now being paid, in the industrial walks of life, not to speak of the superabnormal salaries paid shipyard and munition workers, together with the salaries paid the clerical forces at these respective plants.

During the recent hearings in re the unrest of the steel workers, Senator Sterling made the statement that the Steel Corporation increased the wages of their employees 130 per cent according to a report made by the company. These figures were astonishing, and I immediately wrote to the Senator stating that while I did not doubt his word in the matter I would appreciate a copy of the report; however, not having received any reply to my request, I communicated with some of the industrial plants in Philadelphia, asking them that if it was not incompatible with their business interests would they kindly furnish me with the percentage increase in wages since July, 1914, the prewar period, and it is surprising to note that salaries have been increased from 10 per cent up to 227 per cent, thereby enabling their employees to properly cope with the high cost of living.

Congress, in its wisdom, has seen fit to create a grade of postal clerks, known as special clerks, whose salaries are from \$100 to \$200 above the high-grade clerk in salary. Special clerks are required to attain a high grade of efficiency and maintain same, master schemes of distribution, possess executive ability and have some degree of initiative. These same requirements as are necessary in the Postal Service for promotion to the special grade of clerk in the industrial world would at least command a salary of \$2,500 per annum, it is therefore respectfully urged that Congress take cognizance of this fact and grade and pay special clerks accordingly.

Another matter that, in my opinion, comes within the scope of this committee, viz, a retirement law in the Postal Service. Many of the large railroads and corporations of our country, and who, you will agree with me, have at the heads of their executive departments the brainiest men of our country, who have deemed it wise and expedient that, in order to increase the efficiency of their employees, to retire them upon part pay after a certain period of service, and if the commission will bear with me I will quote a few of the corporations that are retiring their employees, as mentioned:

American Sugar Refining Co., retiring from 60 years to 70 years upon 1 per cent of salary paid during the 10 years preceding retirement, and, from a statement of this corporation, the directors thought it unwise to tax their employees by contributions from their wages, as it would be a hardship upon the high cost of living. Consolidated Gas Co. of New York, retirement after 35 years continuous service. International Harvester Co.: Retiring at the age of 55 years for women and 65 years of age for men, after 20 years of service. Mr. George W. Perkins, president International Harvester Co., in re pensioning system of his company, makes the following statement: "The Harvester Co. does not do this out of pure philanthropy. It had no intention of passing around a hat full of money that employees might help themselves. It went into it in a purely business spirit, believing that the plan would so knit this vast organization together, would so stimulate individual initiative, would strengthen and develop the 'esprit de corps' of the organization as to make it possible for the company to increase its business and its earnings, and with the spirit of being willing to share this increased success with its employees. So far, the company has every reason to congratulate itself on the result. In all parts of the company's business, at home and abroad, in the office force, in the factory, in the sales department everywhere, the average interest of the individual in the business is greater than formerly. The employees throughout the organization are vying with one another more and more to improve the respective branches of the business. This means profits for the stockholder

in short, it means cooperation that is real, and therefore beneficial to one and all."

National Electric Light Co.; Provident Loan Society of New York; Public Service Corporation of New Jersey; Standard Oil Co.; Yale University; United States Steel Corporation; Atchinson, Topeka & Santa Fe Railway; Atlantic Coast Line; Baltimore & Ohio Railroad; Bessemer & Lake Erie; Brooklyn Rapid Transit; Buffalo, Rochester & Pittsburgh; Chicago & North Western; Chicago, Rock Island & Pacific; Cleveland, Cincinnati, Chicago & St. Louis; Cleveland Valley & Terminal; Delaware, Lackawanna & Western; Illinois Central; Lake Shore & Michigan Central; New York Central & Hudson River; New York, New Haven & Hartford; New York Railways; Oregon Short Line Railroad; Oregon Railroad & Navigation; Pennsylvania Railroad, east of Pittsburgh; Pennsylvania Lines, west of Pittsburgh; Philadelphia & Reading Railway; Philadelphia Rapid Transit; Southern Pacific; Washington (D. C.) Street Railways Co.

The above corporations and railroads pension their employees after a certain period of service and for permanent and disabled employees after 10 years of service. A retirement system in Postal Service would be one of economy and efficiency and would greatly add to be the means of keeping good, faithful, and competent men in the service. As to the wisdom of what kind of a plan of retirement would respectfully state the above-named corporations and railroads are straight pensioning systems without any deductions from the employees' salaries whatsoever.

I would also respectfully urge that a leave of absence with pay be granted, on account of illness for a certain number of days in each fiscal year, as in the other departments of the Government, save in the Postal Service. As an occasional day off, when one feels a slight attack of illness is far better than the employees working rather than lose the day's pay, reports for duty, endangers his health (and at times those with whom he is working), and in the end he is compelled to report off for a longer period.

These matters are all respectfully presented for your due consideration and deliberation for a better and more efficient Postal Service.

STATEMENT OF MR. JAMES A. McCARTY, PHILADELPHIA, PA.

Mr. McCARTY. Mr. Chairman and gentlemen of the commission, Mr. Keenan has fully covered my case in regard to the cost of living. There are, however, a few points I would like to bring before you gentlemen. One of them is that a rumor is going out, I don't know whether it is the idea of the department or some of the Members of Congress, that the grade of special clerk is to be discontinued. We have been instructed by the Philadelphia special clerks to ask you to use your best offices to nip this rumor in the bud and continue on the rolls of the post office the grade of special clerk. It is very necessary, and it would be an injustice to those men who have attained that grade. I don't care what provision you make to attain the grade of special clerk. I claim there should be some extraordinary ability shown, and I believe in these cases there has been some extraordinary ability shown, but, if you will permit me, I would request that you use your best offices to retain on the roster of the post office the grade of special clerks.

I want to bring to your special attention the clerks working in the large offices and performing the duties of finance clerks. In Philadelphia the clearing-house system has been eliminated; the clerk handling the money orders in Philadelphia alone, in the last 15 days in August, handled over \$1,600,000. I claim that that position should go into the finance clerk's department. The man who is occupying the position to-day is a special clerk receiving a salary of \$1,600.

I also claim there has been a lack of uniformity as to salaries. The \$1,600 grade, which is the basic salary of the \$1,400 grade, in some

cities has been increased to the rank and grade of foreman, making their basic salary \$1,600 and their actual salary \$1,800. In Philadelphia, the largest city in the State, the \$1,400 grade has received compensation, and the \$1,300 grade, actual salary \$1,500, has received \$100 a year. In some cities the \$1,300 grade, actual salary \$1,500, has received no compensation, and I am informed that the law says they should receive compensation. Nevertheless, it exists in some of the cities of Pennsylvania that the \$1,300 grade has received increased compensation for the fiscal year 1919-20.

Mr. STEENERSON. I guess it has not been reached by the department.

Mr. McCARTY. I am informed so.

Mr. STEENERSON. The department has stated that those who have given meritorious service should receive promotion; that it has given meritorious promotion to all who deserved it.

Mr. McCARTY. All those that attained an average of 90 per cent. I would like to say a word in favor of a few men in Philadelphia and throughout the country. I don't know whether there is anybody throughout the country who has not attained an average of 90 per cent, thereby not enjoying promotions, but the gentlemen whom I have in mind and who occupy these positions in Philadelphia hold positions of trust. Every minute of the day they are subject to demerits. Demerits, from one standpoint, are all right; from another they are unjust. Perhaps these men need help, and they receive help that is in no way responsible—men off the street, who have no more idea of the service than somebody in China. These men act in the capacity of special clerks, and any mistakes made by those who give them to help appear on his label. I know of three or four cases in Philadelphia where men have been denied promotion on that account.

Mr. STEENERSON. The record of efficiency is kept by the supervising officer, is it not?

Mr. McCARTY. Yes, sir.

Mr. STEENERSON. In your office?

Mr. McCARTY. Yes, sir.

Mr. STEENERSON. So that there is no injustice done the men by one who is supervising?

Mr. McCARTY. I beg your pardon, but it is done by the system. The system calls for the man to be penalized.

Mr. STEENERSON. Where does that system come from?

Mr. McCARTY. From the merit system.

Mr. STEENERSON. Is it written into the rules?

Mr. McCARTY. Yes; it states that a man shall be penalized for omissions.

Mr. STEENERSON. Yes; but you state they are not his omissions.

Mr. McCARTY. They are on his duties. At times he needs help in that particular position. He asks for help, and he is given the available man. I don't say that under ordinary conditions he would not be given men who know the position as well as he does, but under conditions that exist to-day he is given anybody they can get.

Mr. STEENERSON. Don't you think the men in the supervisory positions can remedy that?

Mr. McCARTY. I don't see how they can unless the system is changed.

Mr. STEENERSON. The complaint you make about these special clerks who were not promoted is that they did not have an efficiency record to warrant promotion?

Mr. McCARTY. Exactly. I claim that there is a sense of injustice to these men under the existing conditions. I agree with you, and everybody else, that there should be some system whereby a man should be penalized for infractions of the law, but I do not think he should be penalized for infractions of the law that are not his own particular fault.

Mr. STEENERSON. So that your complaint is not really against the act of Congress, but with regard to the added restrictions in the demerit system.

Mr. McCARTY. Yes, sir; I claim I would like you gentlemen to look into a modification of the demerit system.

Mr. STEENERSON. That demerit system isn't written into the statute; that is an administrative matter.

Mr. McCARTY. Exactly.

Mr. STEENERSON. You want Congress to revise that order?

Mr. McCARTY. I want you to give it some consideration. I don't want you to think I am here to state there should be no demerit system. I claim there should be. We have seen them more harsher than they are now, but if I could have the time to explain just my particular case you would readily see where a man suffered injustice, although I am not criticizing the postmaster or the supervisory officials, but he has been unjustly treated, and the way the majority of the post-office clerks feel when they have a sheet with 8 or 10 demerits on it, they sign it rather than make a protest.

Mr. STEENERSON. The record as it is made embraces the merit and the efficiency of the men and also the demerits and the deficiencies, and he signs that record. It is submitted to him by the supervisory officials?

Mr. McCARTY. Each omission that he commits, he signs for that omission. Then when the average is computed, he signs for the average.

Mr. STEENERSON. You don't claim there is any injustice in the administration of this system; that they are not perfectly fair in their administration?

Mr. McCARTY. Only in these particular cases where a man is charged with an omission that is not due to any fault of his own.

Mr. STEENERSON. Do you attribute that to the system itself, or to the clerk who carries it out? You don't blame the supervisor; you blame the system under the instructions of the department, as framed by the department.

Mr. McCARTY. Exactly. It is a case where one man is charged with another man's responsibility and is also charged with his demerits.

Mr. STEENERSON. You claim that the rules should be so modified that they can not charge a special clerk with the demerits some one else under him was guilty of?

Mr. McCARTY. Yes, sir; that is my idea. A clerk should not be charged with the demerits some one under him committed.

Mr. STEENERSON. Not in any case?

Mr. McCARTY. No, sir; there is no reason why a man should be charged with the demerits of the men helping him. This man isn't

regularly assigned to that position. He is only helping him for an hour or maybe a half hour, and in that time he commits the deficiencies.

Mr. STEENERSON. But the supervisory officials want to have as few of these mistakes as possible.

Mr. McCARTY. I understand that, but I don't see why the man should be charged with other men's mistakes.

Mr. STEENERSON. That is your contention?

Mr. McCARTY. It is the contention of every clerk.

(Statements were submitted by W. S. Hill, et al, Williamsport, Pa.; A. S. Bodkin, et al, Pittsburgh, Pa.; John E. Milan, Norfolk, Va.; R. H. Bryan, Washington, D. C.; William H. Ham, Richmond, Va.; Charles H. Hoffman, Harrisburg, Pa.; Charles V. Hilton, Washington, D. C., as follows:)

BRIEF SUBMITTED BY A COMMITTEE REPRESENTING THE SUPERVISORS OF THE WILLIAMSPORT POST OFFICE.

We, the undersigned supervisory employees and special clerks of the Williamsport (Pa.) post office, beg to submit herewith a brief statement of facts for the information and consideration of your distinguished Commission on Postal Salaries in connection with the reclassification and readjustment of salaries in the Postal Service.

The supervisory employees of the above-named office are not unmindful of the great privilege afforded them by the Congress of the United States to present such data to your commission affecting their conditions.

The Postal Service is the greatest business organization in the country and the one department of the Government which is nearest to the people, and efficient management means more to the business life of the Nation and to each individual citizen than that of any other department of the Government.

The successful administration of this service depends largely upon the efficiency of the supervisory personnel of the various post offices.

Supervisory employees must be men of integrity and character, of good judgment, energetic, and possessed with executive ability, and likewise be able to properly handle men.

The supervisory force of the Williamsport (Pa.) post office consists of several employees, as follows: The assistant postmaster and cashier, upon whom devolves the financial responsibility of the office; the superintendent of mail and the superintendent of delivery, charged with the responsibility of the dispatch and receipt of mails and local delivery of same; the superintendent of money order, charged with the proper conduct of the money-order, registered and postal savings business; the superintendent of Newberry Station (independent), charged with the responsibility of the proper conduct of said station.

This office is also a central accounting office, requiring the auditing of accounts received from 46 third and fourth class offices, adding to financial responsibilities of the assistant postmaster.

SPECIAL CLERKS.

This office has three special clerks, who are very proficient in their particular line. Being a grade above that of clerk, it is an incentive for the ordinary clerk to aspire to promotion to these special clerkships.

These special clerks likewise put forth greater effort to become more efficient in order to become eligible for promotion to a supervisory position in case of a vacancy.

The compensation of special clerks should be at least \$200 greater than that of the ordinary clerk.

OVERTIME.

It is very often the case, under present conditions, that the clerk or carrier who makes necessary overtime receives as much or more compensation than his immediate supervisor, when perhaps the supervisor has put in as many hours

or more of service than the employee. This is unjust, and is another of the many reasons for an increase in the salary of the supervisor.

COMPENSATION OF SUPERVISORS.

Aside from the high cost of living, which fact is established beyond question, it is absolutely imperative that the compensation of supervisory employees be increased, and the same should be commensurate with services performed and responsibility attached to the position. These salaries should also be equivalent to those paid for similar service in the commercial and industrial world.

No business can be conducted successfully unless the employees are interested in their work, and salaries lower than the worth of the employee tends to destroy that interest more than anything else.

That the standard of efficiency essential to good service may be maintained, the thought of financial burden, due to obligations which can not be met owing to inadequate salaries, should be eliminated from the mind of the employee.

The salaries of supervisory employees should not be based upon a percentage of the postmaster's salary, as at present, but upon the receipts of the post office and according to the responsibility, financial and otherwise, of the position held.

We therefore most earnestly appeal to your honorable commission to carefully consider the plan for the reclassification and readjustment of salaries of supervisors.

It will be noted by Exhibit A that the supervisors of this office have served ranging from 11 years to 33 years, giving the best years of their lives to the Postal Service at a very nominal salary.

Respectfully submitted.

W. STANS HILL, Assistant Postmaster.
W. A. F. ZAHN, Jr., Cashier.
M. DUNBAR FREY, Superintendent of Mails.
HAYES H. McEWEN, Superintendent of Delivery.
ADAM BEITER, Jr., Superintendent Money Order.
HERMAN S. MACMINN, Superintendent Newberry Station.
WILLIAM F. KEYS, Jr., Special Clerk.
D. J. DANNEKER, Special Clerk.
CHAS. W. WILLIAMS, Special Clerk.

EXHIBIT A.

Gross postal receipts, Williamsport, Pa.

Fiscal year.	Amount.	Fiscal year.	Amount.
1909.....	\$62,087.25	1915.....	\$176,125.40
1910.....	156,082.01	1916.....	197,896.99
1911.....	153,310.74	1917.....	205,136.04
1912.....	161,404.80	1918.....	238,490.63
1913.....	167,510.12	1919.....	242,168.80
1914.....	173,369.15		

Roster of supervisory employees and special clerks.

Name.	Title.	Salary.	Bonus.	Total.	Per cent of increase in five years.	Years of service.
W. Stans Hill.....	Assistant postmaster....	\$1,800	\$200	\$2,000	5.88	11
W. A. F. Zahn, jr.....	Cashier.....	1,600	200	1,800	14	32
M. D. Frey.....	Superintendent of mails.	1,600	200	1,800	6.66	33
Hayes H. McEwen.....	Superintendent of delivery.	1,600	200	1,800	23	15
Adam Beiter, jr.....	Superintendent of money order.	1,600	200	1,800	23	24
H. S. MacMinn.....	Superintendent of Newberry Station.	1,600	200	1,800	33	12
D. J. Danneker.....	Special clerk.....	1,400	200	1,600	16	17
William F. Keys, jr.....	do.....	1,400	200	1,600	16	18
Chas. W. Williams.....	do.....	1,400	200	1,600	16	16

BRIEF FILED BY A. S. BODKIN ET AL., A COMMITTEE REPRESENTING THE SUPERVISORS OF THE PITTSBURGH, PA., POST OFFICE.

The supervisory post-office employees of Pittsburgh, Pa., respectfully submit this brief, detailing the reasons for their petition for reclassification and increased salaries for supervisory employees.

The world's demand upon the United States for commodities, causing a large increase in our exports and thereby reducing the supply formerly used for consumption at home, has served to increase the price of all necessities of life. In order to meet the initial increase in the cost of commodities organized labor throughout the United States has demanded and received increases in wages. The increased cost of labor, and consequently the increased cost of production, has served to further increase the price of commodities. Therefore, postal salaries, which do not nearly meet the demands made upon postal employees because of the high cost of living, should be adjusted to compare with those obtaining in commercial and industrial occupations.

During the past four years Pittsburgh, "the workshop of the world," has experienced unusual prosperity. Demands for steel, iron, and glass products and bituminous coal have been so great and such an unusual demand for labor was created that many experienced postal employees, finding their salary insufficient to enable them to live in comfort and rear their children according to true American standards, resigned from the Postal Service and sought employment offering better opportunity.

The Pittsburgh post office has had no eligible male civil-service list for the past three years, there being at present 124 vacancies. During this period there have been over 2,700 resignations and removals among regular and temporary employees. These vacancies are filled by a constantly changing temporary force.

Since January 1, 1918, a period of 20 months, 125 clerks with five years or more experience have resigned in the Pittsburgh post office. These positions are practically vacant to-day, there being that many vacancies. At least three years of study and experience are required to qualify a clerk for distribution. The force of distributors in Pittsburgh is actually less than necessary for efficient service.

It is essential not only to induce a more capable class of men to enter the service than is represented by the caliber of the present temporary help, many of whom are mentally or physically unfit for service, cast-offs from other fields of endeavor, but also to retain the present personnel, gradually diminishing, by the granting of a liberal increase in the salaries of postal employees. The great difference existing between postal salaries and those obtaining in commercial and industrial lines is due to lack of reclassification in past years and to failure to keep pace with the large expansion of the service, and there is no doubt that the Postal Service will be more handicapped by resignations in the near future if prompt action is not taken.

Owing to prosperous local industrial conditions, there is no immediate prospect of relief from the temporary-help problem. This condition of numerous inexperienced employees, combined with insistent public demand for prompt service, has added to the responsibilities of supervisory employees. Also, during the past 10 years many new features have been added to the Postal Service, such as parcel post, C. O. D. and insurance, rural free delivery, postal savings, motor-vehicle service, war-savings stamps, central accounting offices, and distribution of supplies by larger post offices at certain points to other smaller post offices.

Let us call to your attention the saving to our Government the Post Office Department effected in transporting the issues of the Liberty loan bonds from the Treasury Department at Washington, D. C., to the various distribution points throughout the country. The express companies, on account of the financial risk, refused to handle these bonds except at the carrying charges of 1 per cent currency, but the Post Office Department carried all these bonds for a registration fee of 10 cents per package.

Again, the Post Office Department transports from the Treasury Department at Washington, D. C., to the places of business of the various Federal reserve banks all currency shipments at 32 cents per pound, while the express companies charge the currency rate, which is 55 cents per \$1,000 in a radius of about 450 miles, the rate increasing as the distance is lengthened, until it amounts to \$1.65 per \$1,000 transported as far as San Francisco.

It's saving to the Government would alone more than pay the increase in salaries which the post-office supervisors are entitled to when the living conditions are considered and a comparison is made with similar positions in the commercial and industrial world.

Five years ago circular mail was hardly noticeable. To-day it equals 25 per cent of the volume of first-class matter. In the industrial and commercial world the increased volume of business results in accumulated unfilled orders. Public demands permit of no like condition in the Postal Service. Increased volume of mail means increased efforts, and the faithful, long-experienced supervisor, whose motto is "Do it now," is charged with the task of obtaining the desired action. That he has been successful, is attested by the fact that during the late terrible conflict, when the postal service of all nations was disrupted, the United States Postal Service alone maintained service at almost normal, although its experienced personnel had been greatly reduced by war conditions.

Economists are united in the expression that the purchasing power of the American dollar of 1919 is equal to but 50 per cent of the purchasing power of the dollar of 1907. As increases in salaries of supervisory employees during this period have been negligible, a 5 per cent and 10 per cent bonus being added July 1, 1918, and continued July 1, 1919, the present salary is actually less than in 1907.

The supervisor to-day is drawing on his humble reserve; many have increased the mortgages on their homes, and in some instances have been compelled to sacrifice life insurance carried as future protection for the welfare of their dependents.

Prices of building materials, coupled with high wages paid in the building trades, resulted in a dearth of construction of dwelling houses. Six or seven room houses in modest residential sections are renting at from \$45 to \$75 per month, and are so scarce that agents are holding them for sale at greatly increased prices. Many people are offering rewards and other inducements in order to secure houses or rooms.

At a conference, held by milk shippers, wholesale dealers, and the milk commissioner, the price of milk was fixed at 16 cents per quart, effective October 1. This necessity is placed in the luxury class, not many years ago being sold for only 5 cents per quart.

We appreciate the fact that you gentlemen realize that a supervisory employee, harassed with domestic perplexities, is incapable of efficient performance of the arduous and exacting duties his position demands, and that a just and equitable remuneration should be granted to offset the effect of domestic worries caused by the high cost of living conditions, and thus obtain perfect efficiency.

Granting that increased wages is not the final solution of the present stress, we maintain that immediate adjustment of salaries of postal employees is necessary until a more equitable basis of production and distribution is concluded.

For your information we are showing herewith figures covering the receipts, changes, business transacted, salaries paid in other lines of work, etc.:

Receipts of the Pittsburgh post office.

Year.	Amount.	Year.	Amount.
1917.....	\$3,457,149.73	1918.....	\$4,980,792.51
1918.....	4,108,484.60	1919.....	4,960,951.92
1919.....	4,238,215.07		

Postal savings deposits and withdrawals.

Year.	Deposits.	With- drawals.
Jan. 1, 1914, to June 30, 1915.....	\$662,962	\$472,173
Jan. 1, 1915, to June 30, 1916.....	1,157,327	556,492
Jan. 1, 1916, to June 30, 1917.....	2,400,320	1,305,881
Jan. 1, 1917, to June 30, 1918.....	1,996,557	1,560,000
Jan. 1, 1918, to June 30, 1919.....	3,069,399	2,026,636
Total.....	9,286,565	5,921,182

The sales of war-savings stamps from January 1, 1918, to December 1918, amounted to \$9,322,436.34.

Following are some figures showing the number of changes that have taken place in the Pittsburgh post office in various years:

Designations.	1912	1916	1917
Clerks, laborers, etc.....	28	48	142
Carriers and collectors.....	32	37	66
Temporary substitute clerks.....			170
Temporary substitute carriers.....			54
Temporary substitute laborers.....		5	17
Motor-vehicle service.....		40	167
Total.....	60	130	616

Separations in the first seven months of 1919, all classes, were as follows:

January.....	398	June.....	
February.....	100	July.....	
March.....	101		
April.....	78	Total.....	
May.....	110		

It is interesting to note, therefore, that the separations for only seven months of 1919, numbering 997, almost equal those for the whole year 1918, namely, 1,040.

Following is a list of the supervisory officials of the several divisions of the Pittsburgh office, showing their ages, designations, the dates they were appointed regular, their entrance salaries, the date appointed to the present position, present salary excluding bonus, and present salary including bonus and length of service.

Name.	Age.	Designations.	Date appointed regular.	Entrance salary.	Date appointed to present position.	Present salary.	
						Excluding bonus.	Including bonus.
Quinn, D. B.....	40	Superintendent of mails.	.....	\$600	July 7, 1919	\$3,000	\$3,150
Cluley, Robt. E.....	53	Superintendent of finance.	June 1, 1902	2,600	Oct. 1, 1918	3,000	3,150
Foerster, Chas. V....	46	Bookkeeper.....	Apr. 1, 1891	1,100	.....do.....	2,000	2,200
Anderson, James B..	43	Cashier, money order.	Jan. 16, 1899	600	July 8, 1908	2,600	2,730
Bodkin, S. A.....	44	Postal cashier...	Apr. 1, 1897	600	Apr. 1, 1917	2,200	2,400
Sweitzer, Chas. H....	39	Assistant postal cashier.	Sept. 1, 1904	600	Oct. 1, 1918	1,700	1,900
Gallupe, Geo. S., Jr...	56	Assistant cashier, money order.	June 18, 1881	1,200	July 2, 1902	1,800	2,000
Anderson, John W...	37	Finance clerk, postal savings.	July 1, 1901	500	Sept. 9, 1911	1,800	2,000
Cannon, Bruce.....	50	Stenographer, postmaster's office.	Sept. 1, 1899	1,200	Sept. 1, 1899	1,700	1,900
Powell, William.....	35	.....do.....	Aug. 28, 1903	600	Jan. 1, 1908	1,600	1,800
DIVISION OF MAILS.							
Cruse, Temple G.....	44	Assistant superintendent.	Dec. 3, 1902	500	Sept. 1, 1916	2,400	2,520
Fox, Samuel I.....	44	.....do.....	Feb. 1, 1899	500	July 1, 1919	1,700	1,900
Hill, Lucius I.....	45	.....do.....	May 1, 1891	500	Jan. 16, 1917	2,400	2,520
McGarey, Frank W...	49	.....do.....	July 16, 1892	500	Jan. 1, 1917	2,400	2,520
Quinn, Robt. C.....	44	.....do.....	July 17, 1893	600	Nov. 1, 1916	2,400	2,520
Teplitz, Maurice.....	36	.....do.....	Nov. 26, 1902	500	Dec. 1, 1917	1,800	2,000
Wilson, David B.....	29	Superintendent of motor vehicle service.	Dec. 3, 1909	600	Jan. 16, 1919	1,900	2,090
Baker, Fred W.....	45	Superintendent of station.	Jan. 14, 1907	600	Feb. 1, 1918	1,600	1,800
Callagher, James F..	47	.....do.....	Dec. 15, 1900	600	.....do.....	1,600	1,800
Carroll, Edward F...	47	.....do.....	July 15, 1889	500	Apr. 22, 1913	1,600	1,800
Connolly, Stephen W.	50	.....do.....	Oct. 1, 1888	500	Sept. 19, 1916	1,600	1,800
Cuppers, Charles P...	36	.....do.....	July 1, 1903	600	Sept. 1, 1917	1,600	1,800

Name	Age	Designations.	Date appointed regular.					
Johnson, Robt D. Jr	42	Superintendent of station.	Nov. 23, 1905	600	Jan 9, 1913	1,700	1,800	16
Johnson, Lyman S.	38	do.	Mar. 2, 1904	600	June 4, 1918	1,600	1,800	16
Keller, John Wm	56	do.	Sept. 3, 1888	600	Mar 26, 1917	2,000	2,200	31
Kearney, John A.	44	do.	May 1, 1898	500	Sept. 3, 1914	1,400	1,800	21
Kearman, Samuel R.	38	do.	1903	600	Mar. 20, 1914	1,600	1,800	14
Kearney, George W.	65	do.	Sept. 1, 1906	3,000	Oct 1, 1916	2,000	2,200	13
Kearns, Hugo C.	31	do.	Jan. 1, 1912	600	July 1, 1918	1,600	1,800	6
Kearney, Harry H.	42	do.	Apr. 10, 1902	500	Nov 1, 1905	1,600	1,800	17
Kearney, Arthur L.	34	do.	July 1, 1904	600	Aug. 16, 1917	1,600	1,800	13
Kearney, H. A.	45	do.	Jan. 26, 1896	600	Feb. 1, 1907	1,600	1,800	24
Kearney, Emmet F.	35	do.	Oct. 1, 1902	600	Mar. 1, 1919	1,600	1,800	17
Kearney, Frank R.	46	do.	Nov. 27, 1897	600	Mar 16, 1918	1,600	1,800	22
Kearney, Fred A. P.	35	do.	July 9, 1906	600	Mar. 1, 1911	1,600	1,800	13
Kearney, Louis H.	46	do.	July 26, 1895	500	Jan. 1, 1909	1,600	1,800	23
Kearney, Harry E.	33	do.	Oct. 2, 1903	600	July 1, 1918	1,600	1,800	13
Kearney, Thomas A.	41	do.	July 2, 1900	600	Feb. 1, 1918	1,400	1,600	19
Kearney, Levi Edwin.	69	do.	Nov. 15, 1890	1,200	July 1, 1918	1,800	2,000	30
Kearney, Charles F.	47	do.	Dec. 1, 1901	600	Sept. 16, 1918	1,600	1,800	19
Kearney, Henry C.	41	do.	Mar. 16, 1900	500	Mar 1, 1911	2,000	2,200	19
Kearney, Joseph P.	42	do.	July 30, 1898	500	do.	1,600	1,800	23
Kearney, William J.	33	do.	Aug. 1, 1907	600	Nov. 15, 1918	1,600	1,800	12
Kearney, Charles W.	32	Assistant superintendent of station.	July 9, 1906	600	July 1, 1918	1,600	1,800	13
Kearney, Fred W.	32	do.	July 1, 1907	600	Sept. 1, 1917	1,600	1,800	12
Kearney, Fred K.	33	Foreman.	July 1, 1905	600	July 1, 1918	1,600	1,800	15
Kearney, Thos A.	35	Foreman of motor vehicle service	Oct. 1, 1907	600	Mar. 1, 1919	1,650	1,815	12
Kearney, James E.	54	Foreman.	Aug. 5, 1885	500	Jan. 21, 1919	1,600	1,800	34
Kearney, John Jr.	36	do.	Nov. 25, 1903	600	Nov. 18, 1918	1,600	1,800	17
Kearney, James J.	42	do.	Nov. 1, 1897	500	July 1, 1918	1,600	1,800	23
Kearney, James E.	63	do.	Apr. 1, 1890	500	Dec. 1, 1917	1,600	1,900	39
Kearney, George	58	do.	Aug. 1, 1892	600	July 1, 1917	1,600	1,800	29
Kearney, Horace G.	36	do.	Nov. 17, 1902	500	Nov. 1, 1916	1,600	1,800	17
Kearney, Harry F.	38	do.	Mar 23, 1906	600	July 1, 1918	1,600	1,800	12
Kearney, Benjamin M.	40	do.	July 1, 1900	500	Feb. 1, 1917	1,600	1,800	20
Kearney, Edwin C.	47	do.	Apr 1, 1893	500	Jan 16, 1917	1,600	1,800	26
Kearney, John W.	57	do.	Nov. 1, 1886	500	Mar. 16, 1917	1,600	1,900	33
Kearney, Wm. W.	43	do.	Oct. 1, 1907	600	Mar 1, 1919	1,600	1,800	15
Kearney, Carl C.	37	do.	Aug. 16, 1904	600	Jan. 16, 1919	1,600	1,800	15
Kearney, Martin L.	35	do.	July 1, 1905	600	Jan 24, 1919	1,600	1,800	14
Kearney, Presley C.	35	do.	July 5, 1906	600	Mar. 1, 1919	1,600	1,900	14
Kearney, J. F. Jr.	47	do.	Aug. 1, 1896	500	July 1, 1918	1,600	1,900	24
Kearney, James R.	40	do.	Oct 1, 1901	600	Jan. 10, 1917	1,600	1,800	19
Kearney, Henry N.	37	do.	July 25, 1904	600	Dec. 1, 1917	1,600	1,800	15
Kearney, Floyd T.	31	do.	Apr 21, 1907	600	do.	1,600	1,800	12
Kearney, Frank J.	66	do.	Apr. 16, 1884	600	Feb. 1, 1917	1,600	1,800	35
Kearney, Joseph	34	Chief mailing clerk.	July 1, 1906	600	July 1, 1919	1,600	1,900	15
Thomas, Edward R.	46	Examiner of stations.	Feb. 16, 1893	600	Oct. 1, 1916	1,800	2,000	26

The following figures show the wages and salaries paid in commercial and industrial lines in this city:

Craft.	Per hour.	Per day, 8 hours.	Per year, 300 working days.
Boilermakers.	\$1.12 ¹	\$9.00	\$2,700.00
Carpenters.	.90	7.20	2,160.00
Electricians.	.80	6.40	1,920.00
Engineers.	.90	7.20	2,160.00
Gas fitters.	.74	5.92	1,776.00
Iron fitters.	.83 ¹	6.64	1,992.00
Machine fitters.	.90	7.20	2,160.00
Millwrights.	.75	6.00	1,800.00
Metal workers.	.90	7.20	2,160.00
Painters.	.97 ¹	7.76	2,328.00
Plumbers.	(1)	8.00	2,400.00
Roofers.	.50	4.00	1,200.00
Welders.	.70	5.60	1,680.00

¹ 70 cents to 85 cents per hour.

This table covers 32,000 employees, is for an 8-hour day, no overtime, no Sunday work. Supervisors in these trades receive \$1 per day and upwards in excess of the per diem wage shown in the foregoing table. In comparison with post-office supervisory employees' present salaries a wide margin is shown in favor of the mechanic.

Following are some of the salaries paid by our city and county government to their employees. These employees, in addition to drawing larger salaries than post-office supervisory employees, work shorter hours, have no Sunday work, and do not work on all holidays, and have off all Saturday afternoons.

CITY OF PITTSBURGH.

City clerk's office:		Department of law—Continued.	
Clerk	\$3, 600	Chief clerk	\$8, 000
Assistant clerk	3, 600	Chief assessor	
Record clerk	2, 670	8 assistant assessors	
Clerk	2, 100	assistant chief clerk	
Stenographer	2, 100	5 clerks	
Investigator	6, 000	Department of public safety:	
Assistant investigator	2, 520	Chief clerk	
Mayor's office:		Assistant chief clerk	
Secretary	3, 600	Stenographer	
Assistant secretary	3, 000	Bureau of police:	
Chief clerk	1, 920	Superintendent	
Clerk	1, 870	Chief clerk	
Stenographer	2, 100	Assistant chief clerk	
Chief accountant	4, 000	2 stenographers	
Accountant	2, 310	Bureau of fire:	
Six police magistrates	2, 500	Chief clerk	
City controller's office:		16 fuel wagon drivers	
Controller	5, 000	Building inspection:	
Chief clerk	4, 000	Superintendent	
General clerk	4, 000	Chief clerk	
2 accountants	2, 310	Department of health:	
1 warrant clerk	2, 370	Director	
1 counter clerk	1, 890	Chief clerk	
1 street-account clerk	1, 950	Bookkeeper	
1 general clerk	2, 070	Bureau of smoke regulation:	
1 auditor	3, 600	Chief	
1 chief accountant	4, 000	Assistant chief	
1 accountant	2, 790	Department of supplies:	
City treasurer's office:		Director	
Treasurer	8, 000	Chief clerk	
1 chief clerk	3, 270	Auditor	
1 paymaster	2, 770	Clerk	
1 bond clerk	2, 070	Board of water assessors:	
1 clerk	1, 970	Chairman	
1 stenographer	1, 670	1 member	
6 clerks	1, 770	1 member	
Delinquent taxes: chief clerk		Department of public works:	
Department of law:		Director	
Chief clerk	2, 220	Chief clerk	
Investigators	2, 270	2 stenographers	
Iden clerk	3, 270	Chief accountant	
Municipal improvement clerk	2, 270	1 accountant	
Superintendent of bureau of public improvements	2, 670	3 accountants	

COUNTY OF ALLEGHENY.

Sheriff's office:		Recorder of deeds:	
Sheriff	\$7, 500	Recorder	
First deputy	3, 000	Assistant	
Second deputy	3, 000	Prothonotary's office:	
Third deputy	2, 400	Prothonotary	
Fourth deputy	1, 950	First assistant	

Prothonotary's office—Continued.		
Second assistant	\$2, 500	
Third assistant	2, 180	
County court:		
Chief clerk	3, 600	
Assistant chief clerk	2, 500	
2 clerks	2, 100	
Coroner's office:		
Coroner	7, 500	
First deputy	3, 000	
Second deputy	2, 700	
4 deputies	1, 920	
Clerk of courts:		
Clerk of courts	7, 500	
Chief clerk	3, 000	
3 clerks	2, 400	
County detectives:		
Chief	3, 000	
Assistant	2, 400	
Register of wills:		
First assistant	3, 500	
Second assistant	3, 000	
Clerk	2, 550	
Clerk	2, 150	
Clerk	1, 950	
4 clerks	1, 650	
Quarter sessions court:		
1 court crier	2, 100	
All tipstaves	1, 650	
All stenographers	3, 000	
Chief clerk	2, 700	
Assistant chief clerk	2, 400	
Board of assessment and re-		
vision of taxes:		
3 members	5, 000	
Chief clerk	2, 700	
1 clerk	2, 700	
2 clerks	2, 400	
1 clerk	2, 000	
3 clerks	1, 800	
5 clerks	1, 680	
Courthouse:		
Superintendent of build-		
ing	3, 600	

Courthouse—Continued.		
Superintendent of ma-		
chinery	\$2, 000	
1 clerk	1, 900	
Controller's office:		
Controller	7, 500	
1 clerk	3, 000	
1 clerk	2, 700	
1 clerk	2, 400	
2 clerks	2, 100	
4 clerks	1, 800	
5 clerks	1, 650	
County commissioners:		
Three	7, 500	
1 chief clerk	4, 000	
1 clerk	2, 400	
2 clerks	2, 100	
1 clerk	2, 000	
2 clerks	1, 800	
2 clerks	1, 650	
Deed registry department:		
Chief clerk	2, 700	
Assistant chief clerk	2, 700	
County treasury:		
Treasurer	7, 500	
2 clerks	3, 000	
1 clerk	2, 700	
1 clerk	2, 250	
1 clerk	2, 100	
1 clerk	1, 950	
3 clerks	1, 800	
5 clerks	1, 650	
Weights and measures:		
Chief inspector	2, 400	
4 inspectors	2, 100	
Probation officer:		
One	3, 000	
Assistant	2, 500	
Road commissioner's depart-		
ment:		
Chief	6, 000	
Chief clerk	3, 000	

The average salaries paid to supervisors in the smaller national banks of Pittsburgh, Pa., are: Cashiers, \$5,000; assistant cashiers, \$3,600; auditors, \$3,000; paying tellers, \$2,400; receiving tellers, \$2,000.

Scale for street car motormen and conductors: First year, 42 cents per hour; second year, 48 cents per hour; third year, 54 cents per hour. Employees involved, 6,000. Many of these employees have runs covering 10 hours per day, 7 days a week, making an annual wage of \$2,000.

The following list of daily earnings of employees in the steel mills of the Pittsburgh district was given for publication by officials of the United States Steel Corporation to the Pittsburgh daily papers:

	Per day.		Per day.
Rough labor	\$4. 95—\$5. 50	Engineers, manipulators, etc ..	\$12. 63
Semi-skilled labor	8. 26— 9. 00	Blooming mill heaters	17. 92
Sheet rollers	28. 16	Skelp mill heaters	18. 18
Sheet heaters	21. 12	Skelp mill rollers	21. 73
Roughers	11. 92	Lap welders	16. 08
Catchers	11. 92	Blowers	13. 76
Steel pourers	12. 84	Bottom makers	12. 91
Vessel men	14. 65	Regulators	13. 52

There are a few men in the larger steel plants who earn as high as \$65 and \$70 per day. These are the highest type of skilled men. The foregoing table

covers about 120,000 employees of steel mills in the Pittsburgh district. Added thereto are the many thousand employees of the Westinghouse electric, air brake, and machine plants, where the wages parallel those paid in the steel mills. The Westinghouse corporation conducts lectures and engineering courses for the benefit of employees, and prizes and scholarships are granted for proficiency.

To obtain employees to maintain the Postal Service as a going institution the Post Office Department must compete with these industrial corporations. The many lucrative positions offered by these corporations for energetic, reliable young men is the logical explanation of the table of employees of the Pittsburgh post office as included in this brief, showing that of the total of 1,607 employees, 448, equaling 28 per cent, are temporary employees, with no civil-service status.

Civil-service examinations for post-office positions have been held weekly in Pittsburgh during the past summer with faint results, the majority of those qualifying rejecting the tender of appointment.

The demands for steel from both foreign and domestic sources augurs prosperity in this district for an indefinite period. This means an increased volume of mail. We desire to emphasize the statement previously made in this brief: "That the present force of distributors is actually less than necessary for efficient service." Also, it requires at least three years of study and experience to develop sufficient ability for this class of work; and as this necessary class of clerks can not be developed from a constantly changing group of temporary help with no civil-service status, we respectfully solicit your careful consideration of the statements and data submitted herewith, in the hope that in your wise deliberations you may evolve a measure that will prove a just solution of postal conditions.

In conclusion we respectfully submit a copy of the reclassification bill for post-office supervisory employees, as presented and unanimously adopted at their convention held in Atlantic City, N. J., August 18, 19, and 20, 1919, as an expression of a just measure of compensation for post-office supervisory employees.

Respectfully submitted.

A. S. BODKIN,
J. B. ANDERSON,
E. V. RILEY,
GEO. W. GASSEN,
ROBERT QUIN, *Chairman,*
Brief Committee.

BRIEF SUBMITTED BY MR. JOHN E. MILAN, REPRESENTING THE SUPERVISORY OFFICIALS AND SPECIAL CLERKS OF THE NORFOLK, VA., POST OFFICE.

I am one of the assistant superintendents of mails in the Norfolk, Va., post office. I entered the Postal Service on July 1, 1901, as a substitute post-office clerk, and since that time I have been continuously employed at that office. At a representative meeting of the supervisory employees of my office, attended by 36 of the 39 supervisory officials, the subject of the reclassification and readjustment of salaries on an equitable basis, so far as it concerned the supervisory group, was fully and earnestly discussed, and I was chosen by the unanimous vote of those assembled to endeavor to secure the privilege of appearing before this distinguished commission and place before you the scale of salaries, together with certain data and information in support thereof, which was adopted by the National Association of Supervisory Post Office Employees at the annual convention of that association held at Atlantic City, N. J., on August 20, 1919.

It was the sense of this meeting that the plan for the reclassification of the grades and salaries of supervisory post-office employees adopted by the national association is eminently fair and just if the reclassification and readjustment of salaries is to be consummated on an equitable basis.

I do not wish to take up the time of the commission by reading the whole scale which is a sliding one and according to which the salaries of the various supervisory officials are adjusted in relation to the receipts of the office with which they are associated, but I desire to take up the salaries for one office only, for example, an office like Norfolk, Va., which during the last fiscal year transacted a business of from \$800,000 to \$1,000,000. If the Congress should enact legislation carrying out the plan of salaries proposed by the supervisors' association the plan

Minimum salaries of the supervisory officials of an office transacting a business of approximately \$1,000,000 per annum would be as follows: Assistant postmasters, \$4,000; superintendents of mails, \$4,400; assistant superintendents of mails, \$3,400; cashiers, \$3,600; assistant cashiers, \$3,000; bookkeepers, \$2,800; superintendents of stations, \$2,500; foremen, \$2,400 to \$2,800; examiners of stations, \$2,400; stenographers, \$2,400; chief stamp clerks, \$2,400; finance clerks, \$2,400 to \$2,800; special clerks, \$2,200.

MOTOR-VEHICLE SERVICE.

Superintendents, \$3,200; assistant superintendents, \$2,800; chief mechanics, \$2,800; assistant chief mechanics, \$2,400; statisticians, \$2,400.

In connection with the item relative to special clerks I desire to state that the salary scale as adopted by the National Association of Supervisory Post Office Employees contained no provision for special clerks, the association having adopted the scale before the official announcement that for the purpose of this investigation special clerks would be included in the supervisory group, therefore it was the sense of the meeting of the supervisors of the Norfolk office that the salary of a special clerk ought to be fixed at \$200 per annum less than the salary of a foreman.

If I may be permitted to make a comparison of the salaries which I have just enumerated with the salaries which those officials are drawing at the present time, the result will show that the percentage of increase which we are petitioning your commission to recommend averages from 35 per cent to 75 per cent.

The question therefore presents itself, Is this increase in salaries justified, and if so, on what circumstances or conditions is it based? To prove this question it would seem to be necessary first to define just what the purpose of a salary is, and then to demonstrate, if possible, that that purpose is not being fulfilled. The chief purpose of a salary is unquestionably to provide the means for a man to live and support his family on a scale in keeping with the dignity of the position which he occupies. Therefore I can not help but believe that when the Congress of the United States reclassified and graded the salaries of the supervisory officials of post offices by the appropriation act for the fiscal year 1914—and no reclassification has been made since that time—its action was based on the assumption that the salaries provided at that time were only sufficient to enable the recipient to live happily and support his family in conformity with the American standard of living. If such is the case, and since that time conditions have arisen under which the purchasing power of a man's salary has been practically cut in half, does there not rest on the employer at least a moral obligation to increase the salary commensurately, so that that man may continue to live in a manner befitting the station he has been accustomed to occupying?

In consideration of the great publicity that has been given to the question of the cost of living, and the almost unlimited data put forward to prove that since the years 1913 and 1914 the cost of practically every essential commodity that enters into the living of all mankind has, with very few exceptions, more than doubled. It would seem to be unnecessary to take up your valuable time and burden you with a repetition of such data. But I would like to direct your attention to the changes in the cost of living during the period from December, 1914, to June, 1919, inclusive, for 18 shipbuilding centers on the Atlantic, Gulf, and Pacific coast and on the Great Lakes. My purpose in submitting this particular data is because I believe that the increase in living costs has been greater in shipbuilding and shipping centers than in other places, and further to show that the percentage of increase for all items has been greater at Norfolk, Va., than at any other city mentioned in the table. As shown, the lowest percentage of increase for all items is 65.07 per cent for Los Angeles, Calif., as of June, 1919, and the highest percentage of increase for all items is 87.05 per cent for Norfolk, Va., as of June, 1919.

I beg to submit also for your consideration some data which I have secured relative to salaries and wages paid at Norfolk by the municipality, various mercantile establishments, and in the building trades. We believe that our case has been fully proven, if it is admitted as it must be, that the purchasing power of our salaries has diminished to the same extent that the cost of living has advanced, that the purchasing power of \$1,000 to-day is only equivalent to that the purchasing power of \$500 or \$600 was in 1913 and 1914. The data is submitted for the purpose of showing that the city of Norfolk, Va., and the

various mercantile establishments mentioned therein, have generously recognized what my Government itself has yet to recognize, the imperative need of adjusting salaries and wages on the basis of present living costs.

A policeman of the city of Norfolk draws a salary of \$1,890 per annum, nearly \$100 in excess of the salary paid some of the supervisors of the Norfolk, Va., post office and \$200 more than is paid the executive in charge of the Government-owned motor vehicle service in operation in my city. The official who has charge of this service has direct supervision over 40 employees, the operation of and the maintenance of 31 trucks, is responsible for the prompt and efficient transfer of the mails for a population of approximately 250,000 people, yet he draws the entirely inadequate salary of \$1,610 per annum. In 1914 a policeman and a fireman of the city of Norfolk drew a smaller salary than a fifth-grade post-office clerk in a first-class post office, but the salary paid these men to-day exceeds that paid to a number of our supervisory officials.

I have endeavored to secure some data as to the salaries paid various executives in mercantile establishments located in my city, but I have experienced considerable difficulty in getting this data, for the reason that it seems to be the policy of most of the establishments which I have visited to hold the question of salaries paid to executives as confidential. However, my efforts were rewarded to a certain extent, and from the information I received I am convinced that in no representative Norfolk establishment requiring executives of relative ability were those executives so poorly paid as in the Postal Service.

I visited the plant of one of the most progressive newspapers of the State of Virginia, a concern that carries on its pay roll more than 100 employees, and I was granted an interview with the business manager of that concern. He told me that every executive of that concern, from the highest to the lowest, was credited with a drawing account of \$50 per week, and the ultimate annual salary of each executive depended entirely on the amount of business transacted by the concern during the year. Excepting the assistant postmaster there is not a supervisory official in my office drawing a salary which equals the drawing account credited to the lowest executive of this publishing concern.

I was also accorded an interview by a high official of the largest department store in my city. This establishment employs more than 500 people, transacts a considerable business, and naturally requires a greater number of executives. The salaries of the executives of this establishment, excluding the owners of the business, who hold the highest executive positions themselves, range from \$2,600 to \$5,200 per annum. The gentleman who was kind enough to give me this information also told me that a salesman possessing little more than ordinary experience commanded a salary of \$40 per week, or \$2,080 per annum. I know of two concerns, ordinary business concerns, transacting just an ordinary business, who pay their bookkeepers \$60 per week, and the system of bookkeeping used by these firms differs, in my judgment, in no material way from the ordinary system of bookkeeping, nor requires men of exceptional training and ability. These firms are T. C. Hurst & Son and the Fox Welding Co., both of Norfolk, Va.

I want to invite your attention also to the scale of wages paid to the various craftsmen engaged in the building trades at Norfolk, Va., and I want you to observe that the craftsman himself in the majority of these trades draws a wage of approximately \$2,200 per annum, which is greater than the salary of any supervisory official in my office, excepting the assistant postmaster and the superintendent of mails, yet a postal employee can not hope to obtain an executive position except by showing marked ability over his fellow employees, which, as a general rule, is acquired only by diligent application to the work and long years of experience.

Only a few years ago the colored laborer, particularly known as a hod carrier, who supplies the brick mason with the material with which to do his work, was paid a wage of from \$2.50 to \$3 per day. That particular class of labor is paid to-day 75 cents per hour, or \$6 per day, and time and half-time for overtime. And when I take into consideration the changed conditions under which these laborers are forced to live, I can not believe that they are paid more than they actually earn; nor, by the same process of reasoning, can I believe that they are entitled to be paid more for their unskilled labor than an experienced distributor in a post office is paid for his labor, much less a post-office executive.

In speaking on the question to which this commission is devoting so much of its valuable time, the substance of my argument has been that the reclassification and readjustment of salaries ought to be made on the basis of living costs of the present day. I do not wish to be understood, however, as advocating a

salary only sufficient to enable a man to eke out a bare existence. Unless the salary of a man is sufficient to enable him to put away a certain percentage of his earnings, with which he may by the practice of reasonable frugality purchase for himself a home, or gratify the ambition which is in the heart of every father—to give his boys particularly every possible educational advantage, so that when the time came for those boys to go out into the world and seek success for themselves they would be fully equipped to meet the competition confronting them—he is an industrial slave. A man is entitled to a reasonable profit on his labor, so that when he grows old and becomes disabled by the length of years, he will have been able to put by a sufficient sum to relieve him from care and worry for the balance of his days.

There is a great spirit of unrest spreading over this country from one end to the other. The distinguished Senator from Idaho, in a magnificent speech made in the United States Senate only a few days ago, voiced this opinion when he said: "This America is not the America which I have known and loved." And from what I know of my own knowledge, together with what I have gathered from other sources, that spirit of unrest has pervaded the Postal Service; and, in my humble judgment, the fundamental cause of that condition is dissatisfaction. I can see it; I can feel it; I can sense it, every day, among the employees as I come in contact with them on the workroom floor of my office. I do not mean to say that they are rebellious; they are not rebellious in any sense of the word. But somehow that old-time spirit of enthusiasm, of alacrity, is lacking. That spirit of initiative, so characteristic of the American workman, whatever occupation he may be engaged at, is not present. The morale of the force is not so high, and as a natural consequence there is a materially reduced efficiency. And do you think that the weakened morale may be elevated, and postal efficiency restored to what it formerly was by conciliation, or perhaps, by measures of coercion? I do not. All of these things which I have mentioned are, in my judgment, but the effects of a cause. Remove the chief cause of dissatisfaction, inadequate salaries, and the effects will vanish of themselves.

To-day 48 per cent of the clerical force of the Norfolk, Va., post office are temporary clerks, without a civil-service status, and totally inexperienced in post-office work. These employees as a general rule are young men of from 18 years to 21 years of age. As a rule they are there to-day and gone to-morrow. I pledge you my honest word that at times the changes in the personnel of this force of temporary clerks has been so rapid I have experienced the greatest difficulty in keeping myself informed as to who they were and to what particular section of the office they were assigned. The necessity for the employment of this class of employees, as you no doubt are aware, has been caused by the depletion of the regular clerical force. The regular men have left the Postal Service because of inadequate salaries, and partly because of unsatisfactory working conditions, and have sought and secured more lucrative employment elsewhere.

BEFORE PRESENTED BY MR. R. H. BRYAN, SPOKESMAN FOR SPECIAL CLERKS,
WASHINGTON, D. C.

TECHNICAL AND ASSISTANT SUPERVISORY CLERKS HAVING THE TITLE OF SPECIAL CLERKS.

There are in the division of mails of the Washington post office employees between the grade of clerk and supervisor who are engaged in work closely allied with the administration of the division of mails. These employees, as a rule, are highly technical men who have graduated from the class known as distributors and have been selected for their present positions because of marked ability shown as distributors and their adaptability for work of a higher grade, their selection being made from the entire force because of their knowledge and efficiency. They are engaged in constructive work of a high-grade character, and are of very much value to the service because of their ability to perform the technical work required, practically without the assistance of supervisors. The clerks referred to are locally designated correspondence clerks, general office clerks, clerks in charge of second-class matter, and stenographers. Their duties involve work which would otherwise devolve

upon supervisors, and which could not be handled by the present supervisory force without weakening the supervision of the office.

The duties of these clerks are as follows:

Correspondence clerks.—Two are employed, one to cover correspondence pertaining to matters involving incoming mails and the other the outgoing mails. Both of them are high-grade stenographers and typists. Their duties require tact, initiative, accuracy, and responsibility, acquired after years of practical schooling in the post office. They are also required to have a comprehensive knowledge of the postal laws and regulations on all matters pertaining to their respective duties. Their work includes constructive correspondence with the public, Railway Mail Service, Post Office Department, and the various Government bureaus and departments, which would otherwise devolve upon supervisors.

Stenographers (2).—In addition to being competent stenographers and typists, these clerks perform constructive work of a technical character without assistance from their supervisors. The duties of one of them consists in part in the preparation of intricate schedules, and the other one is very adept in the search of registry records, having charge of the files of the registry section.

General office clerk.—The duties of this clerk are of a very miscellaneous nature, requiring an extensive knowledge of postal regulations and post-office practice. He is well informed in the classification of mails, and is able to furnish applicants for information, in person or by telephone, such as is desired by them, in most instances without referring them to the supervisors. He is also head clerk of the New York distributors, and was selected for his present position solely on account of his ability.

Clerk in charge of second-class matter.—This clerk has charge of the records of mailings of second-class matter, which involves bookkeeping, handling of money, and constructive correspondence on all subjects pertaining to this class of matter.

Assistant foreman, inquiry section.—It is the duty of this employee (designated as special clerk) to assist the assistant superintendent of the section in the supervision of the force of this section and the handling of all correspondence pertaining thereto. His duties involve also a comprehensive knowledge of the postal laws and regulations. This section, which includes 70 employees, covers all work pertaining to nixie, directory, box, general delivery, and incoming C. O. D. matters, each of which line of work is a subdivision of the section.

In lieu of the present designation of special clerk, it is asked that the local designations herein indicated be officially recognized in future appropriation bills, as these employees are graduates from the floor work of the post office; also that these employees be granted from \$300 to \$700 more salary than the maximum grade of clerk, according to their ability and the requirements of their position.

(Mr. Bryan also submitted the following resolutions:)

RESOLUTION PRESENTED BY MR. R. H. BRYAN, WASHINGTON, D. C.

Whereas we, as special clerks of the mailing section, Washington City post office, have been called upon to elect a spokesman to represent us as a body at a meeting called by the Reclassification Committee for the Postal Service: Therefore, in order to give an intelligent and correct statement of our views as to reclassification, we beg to present the following resolutions: Be it *Resolved*, That we indorse the following:

First. Increased compensation, minimum, \$2,500 per annum; 20 per cent for night work, and time and a half for overtime.

Second. Inasmuch as first and second class post offices are auxiliary to the Post Office Department, we recommend that we be granted the same privileges in regard to the number of working hours, annual leave, Sundays, holidays, and Saturday half holidays.

Third. We indorse the Sterling-Lehlbach retirement bill.

Fourth. We recommend that owing to the onerous duties performed at the office special clerks be not required to prepare for more than one examination annually, the time consumed to be compensated for in some way. This peculiar service precludes a special clerk entering any other business.

Fifth. We recommend the elimination of night work as far as possible.

BRIEF SUBMITTED BY WM. H. HAM, RICHMOND, VA.

The Joint Commission on Postal Salaries has suggested that employees be grouped in the following classes: Supervisory officials, including special clerks. . . . In order that statements concerning salaries may be viewed from various angles, this brief has been prepared by the special clerks and forms part of the brief of the supervisory officials.

The mere fact that the Congress has appointed a committee to investigate the salaries of the postal employees would indicate that Congress, at least, realizes something must be wrong with the present salary scale. The men in the postal service do not believe the Congress would be led into a useless investigation requiring much time and labor unless there has been evidence produced which would indicate clearly the necessity of such an undertaking.

The special clerks at this office are 29 in number. An examination of the office records reveals these men have served faithfully for a combined period of 44 years, or for an average of 16 years each. It has been stated repeatedly by executive heads that the first period of service or training is often given at a loss to the corporation. It is only after years of experience along particular lines when men become valuable assets. This is equally true in the professions. Then, if this be true in corporations, professions, banks, and business houses, there can be no argument to gainsay it being equally applicable and true to the Postal Service. The work peculiar to this service can not be mastered in months. It is expert opinion that years of service and application must be required for efficient service. With few exceptions these men entered the service between the ages of 18 and 20, and at the present time are in their period of greatest productivity.

The special-clerk group of any office is the training school in which the supervisory officials are taught. The department in establishing this grade has already set its seal of approval upon the work of these men. In our office we find them holding the most responsible positions; many are in charge of subdivisions. The expert knowledge of the various mail separations is only acquired by constant application; the scheme changes and time schedules must be read and studied as often and more thorough than your daily paper. Millions in currency, bonds, and securities must be handled daily. On actual count by a bank of this city it was learned that in one day there was shipped by registered mail \$700,000 in currency and bonds, and on the same day \$3,000,000 was received. (These figures were furnished with the understanding that they would not be made public.) When the shipments of other banks in this city are added to the above figures one can secure some conception of the daily shipments. The missending of one package of currency often entails a loss of \$25 to \$50 to the bank, and very often a greater loss to the department in its subsequent investigations. The handling of millions in the cashier's office and money-order division prove the efficiency and responsibilities of these men. Yet, with such responsibilities and handling of mails our salaries do not compare with those paid for similar duties performed in other fields.

We find that a large percentage of the work in the post office by this class of employees must be performed during the night hours. While we realize this feature can not be eliminated, yet we do feel that shorter hours of service should constitute a night's work. Then, again, there is the subject of overtime. The cashier's records of this office indicate that 28 special clerks (one being in the A. E. F. postal service, not counted) performed during the fiscal year July 1, 1918, to June 30, 1919, 1,206 days of overtime service. Thus it will be seen that each clerk worked on an average of 43 days extra during the year, or an average of 1½ hours daily. We learn this service was performed with a double purpose. First, as the Government could not procure through its regular channels sufficient workers to carry on the work, it was thought loyal to assist in any manner possible. Second, as long as the men remained in the service it was necessary to supplement their regular pay in order to partially meet the rising cost of the necessities of life. We find that the men do not desire overtime. We ask that only a living wage be paid and the overtime eliminated. However, when it becomes necessary for the men to be called upon for extra hours of service, we feel that it is only proper and just that time and a half be allowed.

If the schedule of salaries be studied, it will be noted that overtime is based on the 28, 29, 30, and 31 day schedule, and work so performed is paid on this basis. In a 30-day month, in which there would be only 25 or 26 actual working days, overtime made is not paid on a 25 or 26 day basis, but is based on a

full 30-day period. Thus it will be readily seen that overtime pay, instead of being the higher pay, as in the greater number of industries, is at a lower rate than regular time.

Although the Postal Service is called upon to render service for each dollar of its receipts, besides carrying tons of mail for other branches of the Government free, yet we find the receipts of other branches of the service are based not upon actual service performed, but merely upon collections made. As salaries are mostly based upon the receipts of any office, we can readily see that in this respect the Post Office Service is at a decided disadvantage. We find that salaries paid in the Internal Revenue and Customs Service are invariably higher than salaries paid in the Postal Service for similar work and responsibilities. Thirty days' vacation and 30 days' sick leave are granted in other branches, while the Postal Service is only allowed 15 days' vacation.

In private industries, banks, and corporations we find our salaries do not compare favorably. In the banks we are informed that average salaries paid tellers and senior clerks holding positions similar to ours will range from \$1,600 to \$2,685. We have purposely given these figures, referring to the banks, because we wish to stress the fact that clerks in other fields of endeavor are much better paid. Statistics showing salaries and wages paid various groups of workers are embodied in the brief of the supervisory officials. From all figures obtainable it is clearly shown that the skilled post-office worker is the lowest paid of the skilled or unskilled workers.

Frank expressions from former employees giving their reasons for resignations clearly indicate many men who have become trained clerks no longer desire positions in the post office. A reading of these letters on file with the commission will further advance the argument that the Post Office Service has not kept abreast of the times in salary increases, as not one man failed to enter private industry at a higher rate. Not only can the argument be advanced from the standpoint of resignations, but to this may be added the failure of men to qualify for entrance into the service.

For the period October 1, 1913, to July 1, 1919, inclusive, the special clerks at this office were given increases (including the bonus of \$200 on July 1, 1918, and the increase of \$100 on July 1, 1919) averaging 34.8 per cent. During the same period, May, 1913, to June, 1919, the Department of Labor states that foodstuffs have advanced almost double in the last six years. We find from their figures that in Richmond, Va., the advance has been 97 per cent. Increases from 1918 to 1919 in this city were 14 per cent. Without argument we accept these figures as correct. Clothing and other necessities of life have mounted in like proportion. Therefore, even assuming our salaries were equitable and just in 1913, and further, not taking into consideration any extra compensation for increased responsibilities of length of service, it would appear our salaries at the present time must be 62.2 per cent below normal.

In conclusion, we respectfully request of your honorable commission:

1. In consideration of the extra responsibilities and length of service and our loyalty to this service in its time of stress when many sacrifices were made by the men in this service, we would suggest that the lowest special clerk grade be made \$200 per annum above the maximum clerk grade.

2. The early passage of a fair and just retirement bill.

3. Overtime be computed on a basis of time and a half.

4. Leave of absence to include a sick leave.

5. Future appointments in the supervisory force be taken from the special clerk class.

BRIEF PREPARED BY THE SUPERVISORY EMPLOYEES OF THE HARRISBURG, PA.,
POST OFFICE AND PRESENTED BY CHAS. H. HOFFMAN.

The supervisory employees of the Harrisburg (Pa.) post office desire to record their appreciation to the Congress for the opportunity to bring to their direct attention some things which we believe to be vital to the success of the postal establishment as well as to submit a plain statement of facts relative to salaries and working conditions. It has always been said and admitted by those who knew, even by Members of Congress in debate, that the employees of the Postal Service were the poorest paid class of Government employees. These admissions have not been made without serious thought, but have been founded upon facts presented from time to time and substantiated by figures

and records of the respective post offices and the department. We do not come to you gentlemen crying poverty and we would not for a moment have you think we are endeavoring to take advantage of our opportunity by betraying your confidence. Never before in the long years of service rendered to the Government has so liberal a spirit been shown the employees by the Congress and we trust there will be no hint of selfishness on our part in the presentation of what we believe to be just and equitable in the matter of salaries and working conditions.

Throughout the period during which our country was at war with foreign powers it goes without saying that the employees of the Postal Service were loyal beyond a doubt, and anything we might have done in that emergency we hope will not be referred to in any readjustment Congress may see fit to make in connection with our salaries and working conditions. We feel that anything we have done or any sacrifice we have made should be laid on the altar of patriotism. During the strenuous times of 1917 and 1918, when the service was taxed to the breaking point at times, the men of the Postal Service, as a whole, stood by the department and Congress for the sake of the Nation which we have been taught to love.

As a result of this war, however, there has come some conditions which vitally affect the home life and environment of every postal employee, as well as men and women of every vocation in life. With these conditions has come the high cost of living and this feature is paramount above all others. You gentlemen need not be told anything regarding the high cost of living. The Congressional Record has been full of it; Members have discussed it from all angles, and the result is that it exists and there is no doubt about it. Although it has been promised that relief will come, there appears to be no immediate result in this direction, and, therefore, men are compelled to seek such a standard of wages as will enable them to meet the conditions which confront them. To enable us to live in keeping with the nature of our positions as supervisory employees of the Postal Service, we are compelled to ask that our salaries be readjusted to meet the new conditions. We feel that we are entitled to live in an atmosphere that encourages rather than discourages. We are taught that we are expected to possess a degree of intelligence higher than the ordinary because of the peculiarities of our positions. As supervisory officials, we are expected to assume the responsibility of meeting new conditions as they present themselves in the administration of the office. It is our duty to plan, not only while actually on duty but at our homes, for the things that make up an efficient service.

In order to give efficient service and secure the best results from our efforts, we feel that we can not in justice to the Government engage in outside work, because to do this means some sacrifice of interest in the work of the post office. Therefore, a man can not maintain his standard of efficiency without deliberate thought and study, and to render this efficient service he must be able to dismiss from his mind any thought of financial burden by reason of inadequate salary. We do not mean to convey by this that a man must be necessarily extravagant to maintain a decent standard of living or be disposed to wastefulness in order to spend a salary commensurate with the work performed, but we do believe that every man and woman is entitled to a just compensation for service rendered.

In the Harrisburg, Pa., post office to-day we have eight supervisory officials and eight special clerks performing duties of a supervisory nature. Since July 1, 1914, these supervisors have received increases in salary ranging from 14 per cent to 43 per cent, not including the bonus granted by Congress, effective July 1, 1918. The highest-paid supervisor receives \$2,200 salary and the lowest-paid supervisor receives \$1,800, the special clerks receiving \$1,400 each. These men have rendered service to the Government averaging 19 years for each supervisor and special clerk, the oldest in point of service serving 31 years and the youngest serving 10 years. These men have given the best years of their lives to the service which they have helped build and make efficient. They are a part of the intellectual machine which supervises the work of over 150 employees in an office having gross postal receipts exceeding \$700,000 and a money-order business running into the millions, and which directs the distribution of supplies to 1,000 post offices in the State of Pennsylvania and a sub-agency for the distribution of stamped envelopes and postal cards which has recently shipped stamps as far west as Iowa. There are many things too numerous to mention that are performed in a day's work in the post office, but

It should be considered above everything else that with every operation of the Postal Service comes the corresponding responsibility.

The great postal machine, operated as a part of our great Government, vitally affects the business and social life of the Nation, and it is absolutely necessary therefore that the men employed in its service, especially those who direct its affairs, be men of undoubted loyalty, who are honest in their desires to render the very best service possible, and it is believed that this class of men to-day occupy the supervisory positions in post offices. The United States Department of Labor has gathered statistics which prove conclusively that the salaries paid men in supervisory positions in post offices are wholly inadequate and do not measure up to salaries paid for like or similar positions paid in the commercial world.

The salary paid the superintendent of mails in the Harrisburg post office, namely, \$2,200, is far below that paid managers of business concerns in this city whose responsibilities are not to compare with those of superintending the division of mails in a post office. He not only plans but takes part in the execution of the work of the office and is not provided with the same number of assistants in proportion to that allowed in the commercial world.

It appears useless to present in this brief a comparison of salaries paid in the commercial and governmental establishments. These statistics have been officially gathered and printed for the information of Congress by the Department of Labor and are practically the same the country over, although some statistics have been prepared and furnished by the National Association of Supervisory employees and more will no doubt be presented during the course of the hearings now being conducted by the Salary Commission.

In the financial world men responsible for the same amount of money as that received and disbursed under the direction of the superintendent of finance in a post office receive salaries in many cases double that received by the Government employee charged with the same and greater responsibilities. The multiplicity of duties with which supervisory employees are charged entitle them to consideration. It should be remembered that the business of a post office does not consist alone in the arrival and dispatch of mails and the mere selling of postage stamps. There are many things welded together to make the great Postal Service a reality and a success, and in this the supervisory employees play the important part. The postmaster as the directing head of a post office relies on the supervisory employees to conduct the office with credit. The handling of men is a problem not easy to solve, especially where conditions are unsatisfactory as regards salary and environment. In this the diplomacy of the supervisory official receives a severe test. It is believed that the commission will be able to form some idea of the duties and responsibilities of a supervisory official from some things referred in this brief. The postal business of the Harrisburg post office has increased by leaps and bounds, as will be shown in Exhibit A. A gain of almost 100 per cent in postal receipts is shown from 1914 to 1919, while the gain in salaries of supervisory employees has been from 14 per cent to 43 per cent.

An enormous gain is also shown in the money-order business, as shown in Exhibit B.

While the war-savings and revenue work is not purely that of the post office, yet it seems that it has come to stay, and will continue to be a part of our daily labor, and it seems only fair that the commission should know what the responsibility of handling these funds amounts to and this is shown in Exhibit C.

In considering permanent salaries for supervisory employees the commission is respectfully asked to observe that no general reclassification of supervisory salaries has been made for years, and that promotions each year depended entirely upon the pleasure of Congress and the department. It is believed that in the reclassification merit should be made the prerequisite for promotion, and that every official should be promoted to the maximum based upon his record for faithfulness and efficiency. It is believed to be bad practice to allow only a certain number of promotions in the supervisory grades, and then apportion them to postmasters, through the department, for their discretion as to who shall be promoted and who shall not, and thus put a premium on political favoritism. We believe beyond a doubt that special clerks should receive at least \$200 in excess of the salary paid the highest grade clerk in the automatic grades, and that they should be promoted successively to the highest grade of special clerks, to the minimum grade of supervisors, and thereafter promoted to supervisory positions based upon their capacity and efficiency to perform the duties required of such supervisory officials. We also believe that some plan

should be adopted whereby the employees should become something more than mere workers in the service. In the commercial world employees are given a voice in the management of commercial enterprises, limited, of course, to certain proportions, but encouraging them in the thought that their advice and years of service are worth something in shaping the future course of their policies. We believe that Congress should make it mandatory upon the department to fill vacancies where they exist, and that promotions should not be permitted to lapse, but deserving employees should be given an opportunity to qualify to the higher positions so long as they are necessary and provided for.

It is our firm belief that the personnel of the supervisory force of postal employees to-day have the right spirit and that they are not asking for anything but what they believe to be right. We do not for a moment presume that we can deceive Congress and compel legislation that would be entirely unfair to the public, for, after all, they must pay the cost of the service. We want to be fair and render service of which we can be proud. The press of the country is almost unanimous in its appeal in our behalf. Petitions by the tens of thousands have been circulated and presented to Congress by constituents at home because they believe we are advocating a just cause. We ask you to consider our case carefully. Think of us as men trying to do our best for a service we love, trying to render the very best we know how, and in the end we believe you will agree with us that the salaries now paid are exceeding small as compared with the commercial world and what, in your judgment, you think we are entitled to. We ask your careful consideration of the plan for the reclassification of supervisory post-office employees adopted at their last annual convention.

We believe that if the standard of salaries set by the Government for all branches of the service were equal to those paid for like positions in the commercial world, it would have the effect of inducing better men to enter the service, and in this event it would seem that the service would be conducted with less men than at present, due to a higher degree of efficiency.

EXHIBIT A.

Gross postal receipts of the Harrisburg (Pa.) post office.

Calendar year:	Gross receipts.
1900	\$103, 790. 13
1910	270, 738. 51
1911	327, 142. 84
1912	311, 398. 44
1913	395, 178. 42
1914	405, 261. 21
1915	491, 162. 19
1916	514, 844. 02
1917	626, 976. 50
1918	702, 003. 07
Fiscal year 1918-19	753, 318. 15

Name.	Title.	Division.	Salary.	Bonds.	Total compensation.	Per cent increase 5 years.
Geo S. McCrone	Superintendent cashier	Finance.	\$2, 000	\$200	\$2, 200	43
Edward G. Naylor	Money order cashier	do.	1, 600	200	1, 800	23
Daniel A. Baer	Special clerk	do.	1, 400	200	1, 600	163
D. Stanley Ludlow	do.	do.	1, 400	200	1, 600	40
Chas. H. Hoffman	Superintendent	Mails.	2, 200	200	2, 400	374
John M. Dailey	Assistant superintendent.	do.	1, 800	200	2, 000	29
Harry E. Speas	do.	do.	1, 600	200	1, 800	334
John E. Lemig	Foreman	do.	1, 600	200	1, 800	334
Edward H. Anderson	do.	do.	1, 600	200	1, 800	334
Wm C. Beldleman	Superintendent Hill Station.	do.	1, 600	200	1, 800	14
W. Edgar Cassell	Special clerk	do.	1, 400	200	1, 600	163
Geo W. Coover	do.	do.	1, 400	200	1, 600	163
Hessinger Goldsmith	do.	do.	1, 400	200	1, 600	163
Elmer Flowers	do.	do.	1, 400	200	1, 600	163
Grant W. Smeltzer	do.	do.	1, 400	200	1, 600	163
John E. Snively	do.	do.	1, 400	200	1, 600	163

POSTAL SALARIES.

EXHIBIT B.

Harrisburg, Pa., post office—Money-order business.

Year.	Domes- tic issued.	Value.	Fees.	Inter- national issued.	Value.	Fees.	Depository receipts.
1913.....	47,651	\$412,873.97	\$2,090.53	2,444	\$85,644.30	\$932.65	\$804,413.21
1914.....	50,589	390,618.87	3,099.81	1,802	50,772.52	685.40	765,440.86
1915.....	58,210	442,024.60	3,517.50	1,275	26,933.37	320.50	728,124.64
1916.....	74,748	549,312.64	4,454.67	746	10,844.51	138.60	771,185.07
1917.....	77,536	607,141.13	4,790.05	553	6,679.65	90.30	815,748.75
1918.....	80,600	785,724.42	5,553.28	528	8,438.96	103.70	951,706.15

Year.	New York drafts.	Domes- tic paid.	Value.	Inter- national paid.	Value.	Remittances.
1913.....	\$33,000	80,486	\$647,683.49	308	\$9,801.10	\$576,272.00
1914.....	80,000	102,900	728,207.13	240	5,358.03	567,318.00
1915.....	132,000	132,835	943,437.32	221	6,436.62	493,254.00
1916.....	180,000	130,106	911,808.97	241	7,393.18	595,938.00
1917.....	316,000	148,369	1,108,265.57	198	4,961.40	623,047.00
1918.....	466,000	150,802	1,343,715.79	126	2,764.28	882,951.00

EXHIBIT C.

War savings and revenue statistics, Harrisburg, Pa., post office.

	Revenue.		War savings.			
	Document- ary.	Proprie- tary.	W. S. S.	T. S.	W. S. C.	Total.
1917.						
December.....	\$1,808.10		\$16,133.92	\$1,621.00		\$17,754.92
1918.						
January.....	1,068.03		34,696.28	2,382.75		37,069.03
February.....	1,065.95		26,233.76	3,201.25		29,435.01
March.....	1,982.29		50,172.66	5,465.25		55,637.91
April.....	2,890.90		49,077.90	11,651.50		60,729.40
May.....	2,072.59		99,607.04	14,842.75		114,449.79
June.....	1,660.52		93,908.40	12,846.25		106,754.65
July.....	2,340.88		82,927.02	10,617.00		93,544.02
August.....	1,235.18		70,714.63	9,631.25		80,345.88
September.....	970.50		64,612.80	7,486.00		72,068.80
October.....	1,902.35		56,047.73	9,121.50		65,169.23
November.....	1,741.80		50,568.26	6,330.75		56,899.01
December.....	2,131.50		57,671.82	6,392.00		64,063.82
Total.....	22,740.59		752,362.22	101,589.25		853,951.47
1919.						
January.....	1,166.84		19,372.24	1,818.75		21,190.99
February.....	2,169.11		10,523.24	1,623.00		12,146.24
March.....	3,233.16		11,368.44	940.25		12,308.69
April.....	2,009.06		8,150.60	766.75		8,917.85
May.....	3,331.72	\$100.00	9,018.88	894.75		9,913.63
June.....	1,994.79	400.00	7,426.77	618.25		8,045.02
July.....	2,956.45	499.99	6,997.32	590.75		7,588.07
August.....	2,664.32	548.44	4,826.88	468.25	\$2,681.60	7,976.73

BRIEF SUBMITTED BY CHAS. V. HILTON FOR THE SPECIAL CLERKS OF WASHINGTON, D. C.

The Postal Service can not be revived except by an improvement in the condition of the employees. The service has become inefficient, in that mails are unduly delayed; trains on which mails were formerly worked have been eliminated; an additional handling of the mail has been made necessary by the installation of a primary separation for temporary clerks; carrier trips have

been reduced in number; an enormous amount of mail is misassorted by green men in the service. For the week, May 20 to 26, 1919, carriers of the delivery section, Washington, D. C., post office, reported misassorted letters to the number of 47,306, or approximately 8,000 per day.

The Postal Service should not be administered for the purpose of making a profit, in that it is a carrier of news and knowledge; second-class matter, which is a medium of education, is carried at less than cost. In some cases, as many as 200 separate pieces of mail are carried for 1 cent; free matter, the Government's correspondence, represents profit for the Government which never enters into the statistics of profit and loss. Approximately three-fourths of the mail handled by the Washington, D. C., post office is free official matter. The revenue for Washington office for year ending June 30, 1918, was \$3,085,193.12. If frank matter were given a place in these statistics, the revenue would have been approximately \$12,000,000.

The salary classification of 1907 (entrance \$600, maximum automatic grade \$1,200), has been disarranged and salaries reduced, in that the dollar has been consistently depreciating in value; according to the Department of Labor the dollar of to-day is worth 50 cents as compared to the dollar of 1913, and it is worth 37 cents as compared to the dollar of 1896.

The feeling is general in the Postal Service that there is discrimination against postal employees, in that they do not receive 30 days' leave as do all others in the Government service. They do not receive any sick leave, while all other departments give 30 days.

They do not receive Saturday half holidays as is customary in the other departments.

They are compelled to work much overtime, but they do not receive pay for time and one-half as is the custom to-day.

Persons are appointed to departmental positions in the Post Office Department without any postal experience. These positions should be open to postal employees as an advancement from their present positions. It is urged as a good plan to allow 30 points in the civil-service examination for postal experience.

Supervisory positions should be open to postal employees only.

The number of postal employees is kept at a minimum, causing the work to be a continual grind, making it inconvenient to secure leave and with every temporary increase in the volume of mail necessitating overtime work.

Night work (6 p. m. to 6 a. m.) is a serious objection and approximately two-thirds of the employees must work it, yet they do not receive any additional compensation as is provided for the Government Printing Office employees, where 20 per cent additional is paid.

The opposing views are as follows:

Postal employees claim that they should receive automatic salaries, \$1,800, \$2,100, and \$2,400, with special clerkships at \$2,500 and 2,600, and that substitutes should receive 75 cents per hour.

The department is opposed to general increases in salary.

The department claims that the present price level is only temporary and that this is a bad time to fix salaries.

The postal employee is worth from \$1,800 to \$2,600, for the Postal Service is a trade or profession, for it requires approximately five years to become an expert. The period of apprenticeship is actually from 6 to 10 years, for it requires that time to reach the maximum salary.

The distributor must have between 5,000 and 10,000 facts at his finger tips while performing his work. (See Exhibit B, the schemes of one postal employee.)

He must develop a degree of accuracy that will insure the distribution of at least 25 letters per minute.

Much study on his own time is required to learn and keep up with schemes of distribution.

The present salary has failed to hold in the service the greater part of the employees, for resignations have been almost wholesale. In the last fiscal year in the Washington Post Office, carriers, regular and substitute, to the number of 78, resigned; clerks, regular and substitute, to the number of 291. Resignations among temporary carriers and clerks in the last two years have reached approximately 1,000 and 3,000. This is in an office with 1,300 employees.

Other trades are better paid, though most of them require an apprenticeship of only four years, and the inconvenience of night work is unknown to them; the following list of trades and rate of pay in Washington, D. C., will show it: Bricklayers, \$1 per hour; electrical workers, \$1 per hour; sheet-metal workers, \$1 per hour; hod carries, \$5 per day; street-railway men, 0.51 per hour; painters, \$1 per hour; carpenters, \$0.84 per hour; tile layers, \$6 per day; steam fitters, \$1 per hour; plumbers, \$1 per hour; first grade, 0.35 per hour; postal employees, sixth grade, \$0.50 per hour.

We are facing a permanently higher price level, for the quantity of currency is permanently increased—that is, for years; gold will not return to circulation, for the people have learned to use paper money and to leave their gold in the bank.

There will be no great outflow of gold through international trade, for the United States is now a creditor instead of a debtor Nation; the United States must extend further credit to Europe for material during reconstruction; though it has been said that when trade is resumed "low-priced European goods" will flow over here in such enormous volumes that they will liquidate all annual obligations to us; yet European goods are not low priced, for prices in Europe since the war began have risen more than they have in the United States.

A reduction of outstanding credit will not take place for many years, if at all, for vast issues of war bonds are bases for future credit expansion; the new bonds are unrivaled security for further borrowings from banks for commercial purposes.

Postal salaries should be reclassified and fixed at an advance of approximately 75 per cent; efficient postal service demands it; if a profit must be shown, the public should pay it, not the postal employees; the depreciation of the dollar has been recognized practically everywhere except in the Postal Service; the Postal Service is a trade or profession requiring long apprenticeship; the present salary has failed to hold the best employees in the service; other trades are far better paid; prices generally are not coming down but are likely to increase further.

(Whereupon the committee adjourned at 5 o'clock p. m.)

POSTAL SALARIES.

FRIDAY, OCTOBER 10, 1919.

JOINT COMMISSION ON POSTAL SALARIES,
Washington, D. C.

The commission met at 10 o'clock a. m., Hon. John A. Moon presiding.

Mr. Moon. The commission will come to order and resume the hearings.

The first witness this morning is Mr. Davenport, of Virginia.

CLERKS IN FIRST AND SECOND CLASS POST OFFICES.

STATEMENT OF MR. J. B. DAVENPORT, FORTRESS MONROE, VA.

Mr. DAVENPORT. Mr. Chairman and gentlemen of the committee, I have a brief, which, with your permission, I will read. [Reading:]

I appear before this committee to present a few facts and relate conditions affecting postal clerks in Newport News, Hampton, Phoebus, and Fortress Monroe, Va.

That the prices of commodities has so vastly increased as to make it well nigh impossible for clerks in the postal service to maintain a decent standard of living, is so well assumed that I shall not go further at present than to say that this particular community has suffered from war-time activities, probably more than any other locality. The population grew from maybe 30,000 souls to possibly and assuredly at times 200,000. This boosted prices to an almost unbelievably high rate.

That this condition of affairs seriously affected postal clerks is shown by the following tables:

Newport News, Va.:

Regular clerks appointed since July 1, 1917.....	10
Substitutes and auxillary clerks appointed since July 1, 1917.....	290
Regular clerks resigned since July 1, 1917.....	14
Substitute and auxillary clerks resigned since July 1, 1917.....	275
Regular carriers appointed since July 1, 1917.....	16
Substitute and auxillary clerks appointed since July 1, 1917.....	130
Regular carriers resigned since July 1, 1917.....	11
Substitute and auxillary carriers resigned since July 1, 1917.....	123

Fortress Monroe, Va.:

Regular clerks appointed since July 1, 1917.....	7
Regular clerks resigned since July 1, 1917.....	4
Substitute and auxillary clerks appointed since July 1, 1917.....	32
Substitute and auxillary clerks resigned since July 1, 1917.....	22

Hampton, Va.:

Regular clerks resigned since July 1, 1917.....	6
Regular carriers resigned since July 1, 1917.....	7

Of the original seven clerks and nine carriers in the office, three clerks and three carriers remain. All other clerks and carriers are new. New clerks have come into the office only to resign in a short while—as soon as something better presented its self.

Phoebus, Va.: This office came into the classified service on July 1, 1919. Up to this time it was almost impossible to get clerks and carriers to stay in the service owing to the small salary.

At one time it was seriously thought of discontinuing the free delivery.

The clerks and carriers of this office at present are only receiving \$1,000 per annum.

Especial attention is invited to the appalling number of resignations. In the Newport News post office the number of resignations of regular clerks exceeds the number of appointments. The number of carriers resigned is almost as great as the number appointed. Of 290 substitute clerks appointed, 275 resigned. Of 130 carriers appointed, 123 resigned.

• In view of these facts I ask you what kind of a business man would attempt to run his business in any such 'suicidal way as this, and how could a business run on such lines long keep out of bankruptcy? We ought to be fair to Uncle Sam, who foots the bills in such matters, and give him a fair show to keep competent help.

The comparison of wages paid mechanics and laborers with that of postal employees in this vicinity is about as follows: Unskilled laborers' wages have advanced from 75 cents, or \$1 a day to 40, 50, and even 60 cents an hour. Some colored riveters in the ship yards, by working overtime, have been making as much as \$200 a week—as much as they formerly earned in half a year; these are facts, as the pay rolls will show. Laborers on the ship-yard pay roll have been making as much as \$100 a week. Other jobs, due to 10 per cent contracts, show like conditions. These facts have caused a phenomenal rise in the prices of commodities in this vicinity. On account of the war activities most business men in this locality have been making money so fast that they hardly had time to count it. Due to the high wages, everybody bought everything they cared for, no matter what the price, which was all very well for those whose wages had been vastly increased, but which worked a positive crime on postal employees who were compelled to exist on about the same wage scale as that before these conditions existed.

I shall be pleased to place statistics before you, but hesitate to bore you with them in the face of what you already know about increased prices and increased percentages and decreasing purchasing powers of a dollar.

I will briefly state what I consider essential points:

1. Six hours night work to be equivalent to eight hours day work.
2. Time allowance for scheme work, or extra pay when this is not possible.
3. A strict observance of the 8-hour law.
4. Time and a half for overtime, with double pay for Sundays and holidays. This is an endeavor to cut out overtime.
5. Thirty days' leave of absence, with additional 30 days' sick leave in case of illness.
6. Seventy-five cents per hour for substitute work.
7. A civil-service court of appeals.
8. Voluntary retirement at 60 years after 30 years' service, compulsory retirement at 72, with liberal pension.
9. Postmasters and supervisory officials must be made to recognize seniority in promotion and working conditions of employees, provided in all cases that efficiency is maintained.
10. A decent living wage, that good men may be induced to remain in service. See list of resignations for this vicinity.
11. Reclassification: First grade to be \$1,800; second grade, \$2,100; third grade, \$2,400; special grade, \$2,500 and \$2,600.

It is only fair that you give an increase in salaries somewhat commensurate with the increased cost of living, and I do not think I will plead in vain with your committee for this concession, nor do I think you will turn a deaf ear to the other suggestions I offer.

In conclusion, I invite your special attention to what in my mind is the most essential points I make, and that is in regard to promotion and assignment of work and working conditions. This should not in any event be left to the whim of postmasters and supervisory officials, but should be rigidly controlled by law.

On July 1, 1915, my salary was increased to \$1,100. On July 1, 1919, it was increased to \$1,200—a percentage of 9 in four years. With the bonus of \$200, the percentage of increase has been 27 in four years. Board alone costs me as much now as I used in taking care of three persons in 1915. This is an actual statement of indisputable facts.

One clerk has three children to support. This clerk has to be assisted by relatives, otherwise it would be impossible to give them the necessities of life.

Another clerk has a wife and child to take care of. The wife has to work in order to meet the expenses of the family.

Another clerk has had to take the children of age old enough to work out of school, to help support the family. The last two mentioned clerks are so proficient in their line of work that they make 99.7 per cent on examinations; if they were in any other class of business they would be considered at the top, and command wages accordingly. It seems to be the Post Office Department only that does not recognize proficiency.

Mr. Moon. Thank you very much, Mr. Davenport. The next witness is S. J. File, of Delaware. Is Mr. File here? As he does not seem to be present, I will call the next witness, Mr. Mohler, of Harrisburg.

STATEMENT OF MR. J. T. MOHLER, HARRISBURG, PA.

Mr. MOHLER. Mr. Chairman, honorable members of the commission, in behalf of the clerks of the 78 offices in central Pennsylvania, I want to present, in a humble way, our case before you to-day.

Our position is that we believe that we are underpaid. Take a man in the commercial world that we grew up with, invariably he is getting twice as much money as we are, working for the Government. This works a handicap on us when we attempt to go into the markets of the country and buy the necessities that we must have in order to live.

When it comes to educating the children and clothing ourselves, we are handicapped from the fact that the man who has been working in the commercial world has more money to spend than we have, and a man that has goods to sell makes no distinction whether we work for the Government or whether we work for an individual; and that, of course, works a handicap on all men in our line of work.

Another thing, our work is very exacting, and it takes considerable time to prepare for the work of a post-office clerk. It takes four or five years training, of routine work, to make a clerk, and during the war there were many, of course, who quit the service. Many of us stood by the department, not from the fact of patriotic motives exactly, but that we hoped that some time there would be something better in store for us; that our needs would be given consideration, and we feel that this commission will recommend for us an adequate salary, something that we can go into the markets of the world with our fellowmen, and buy necessities that we must have. That, of course, will work a hardship on Congress, in the way of this advanced pay that we are asking for, but I would make the suggestion that a raise be made in the rates of postage. The public is paying more for everything else; why should they not pay more for postage?

Mr. ROUSE. What class of postage do you mean?

Mr. MOHLER. All classes. I think to-day the parcel post is handled too cheap for the amount of work and space that it requires.

Mr. ROUSE. You know there is good profit in the parcel post?

Mr. MOHLER. That there is good profit? I don't know that; no, sir.

Mr. ROUSE. How many men in your office have resigned in the last year? How many clerks?

Mr. MOHLER. I should say not over five.

Senator MOSES. Out of how many?

Mr. MOHLER. In round numbers, about 60.

Senator MOSES. What grade were they?

Mr. MOHLER. Well, perhaps fourth and fifth. Maybe one or two of them were in the sixth grade.

Senator MOSES. Was there any difficulty in replacing them?

Mr. MOHLER. Yes; there was considerable difficulty in replacing them. We are working short handed, under handicaps at all times for lack of help; and the help that we are getting to-day, is not as desirable as it might be. That is the consensus of opinion, that there are not the class of men that came in years ago, because the inducements that the department offered at that time are not what they were some time ago. When I entered the service, eight or nine years ago, \$1,200 looked like a good job. I was a boy off the farm, and naturally, I thought \$1,200 working for the Government was a mighty good thing; but to-day it is inadequate. It is no fault of the department; it is the fault of conditions.

Mr. ROTSE. I want to ask one more question. Do you think you reflect the sentiment of the men in your office when you make the statement that you suggest an increase in postage on all classes of mail matter; or is that your private opinion.

Mr. MOHLER. That is my private opinion.

(Mr. Mohler submitted the following brief:)

BRIEF SUBMITTED BY J. T. MOHLER, HARRISBURG, PA.

First of all, I want to extend our sincere thanks for this opportunity to present our facts to this distinguished commission. It gives me great pleasure to say we have no special grievances of a local nature to submit. Our only complaint is that we think we have been for years, and are to-day, very poorly paid. It was a conceded fact before the war that all post-office clerks of the country were underpaid, and now, since the purchasing power of a dollar is so much less, our condition is very much worse.

We don't ask anything unreasonable from this great and glorious Government, that we are glad to serve, but we do think that we should receive as much for our services from the Government as we could command in the commercial world for a like position requiring the same amount of knowledge.

Our wages have been raised 25 per cent—including 16½ per cent war bonus in the past several years; living, as you know by referring to the Government statistics, have advanced 100 per cent, or thereabouts, so you can readily see the disproportion of affairs as they affect post-office clerks. This condition applies all over our grand country.

Wages in the commercial world have advanced by leaps and bounds, and these same men are our competitors in the buying markets of the country.

We think we are a disfavored lot of men and are not receiving the compensation due us.

We are not going to ask anything unreasonable, but think, all things being in proportion, the man that was receiving the maximum salary four years ago should be getting at least \$2,300 or \$2,400 to-day, to keep abreast with the present cost of living.

I shall not attempt to try to burden you with any statistics of conditions. You know you have plenty such information in hand to base your opinions upon, but will only ask that you recommend for us a salary commensurate with the work we perform, namely, a minimum of \$1,500 and a maximum of \$2,300, special clerks to receive \$2,400 and \$2,500, respectively.

Mr. MOON. The next gentleman on the list is Mr. Harry E. Feis of York, Pennsylvania.

STATEMENT OF MR. HARRY E. FEISER, YORK, PA.

Mr. FEISER. Gentlemen of the commission, I wish to bring one important thought to your attention, and that is the Merit System. I am one of the three representatives from central Pennsylvania. We have had two cases brought to our attention by the clerks at a conference in Harrisburg on September 14. I will give one as an example. Harry A. Garner, my fellow representative from Pennsylvania vouches for the accuracy of the statement.

A clerk in the Reading office, second grade, was reduced for a slight infraction of the law. The infraction was this: A resident of Shillington, a post office near Reading, was expecting a bundle of fish, perishable goods, and he called up the Reading postmaster at his home, and the postmaster said, "No, we can't give you any mail in transit. It is a direct violation of law." He went to the post office and saw this inexperienced clerk and said to him, "I have a bundle of fish addressed to my home, and I thought by coming here I could get them." The clerk in his ignorance thought he was advancing the mail and saving the parcel from perishing and delivered it to him, and he was given a demotion of three months (which is the law), but up to October 1, 1919, that clerk has suffered a monetary loss of \$616. Now, the details of that will be covered in the brief that we will present.

Another thing I wish to call your attention to is the unfair wage condition of the finance clerks, stamp clerks, and money-order clerks in the offices of cities ranging from 50,000 to 150,000. We are placed in charge of the finances—in my office I am in charge of the entire stock and cash, with an office title of postal cashier. Last year I personally handled \$1,244,000 in stamp sales, and the money derived therefrom. At the present time I am responsible for between two and three hundred thousand dollars' worth of stock, and there are two or three other clerks who have access to that stock, which can not be helped on account of the eight-hour law. We have 66 district postmasters under the central accounting system, 16 contract stations, and 3 general delivery clerks which are supplied from my department. Now, all that finance work was handled at an expense to the Government of \$1,400. In other walks of life the salary would have been much more.

Mr. MOON. How much are you bonded for?

Mr. FEISER. I am bonded for \$2,000.

Senator MOSES. How much are these two other clerks bonded for that have access to the stock?

Mr. FEISER. One is bonded for \$1,500. The superintendent of mails, who also has access to it, is bonded for \$2,000, and I don't know what the assistant postmaster's bond is at the present time.

(Mr. Feiser submitted the following paper:)

BRIEF SUBMITTED BY MR. HARRY E. FEISER, YORK, PA.

In conformity with the suggestions contained in the announcement of the hearing of the Joint Commission on Postal Salaries, the clerks of central Pennsylvania met at Harrisburg, Pa., on September 14, 1919, and selected Harry E. Feiser, York, Pa.; Harry A. Garner, Reading, Pa.; and John T. Mohler, Harrisburg, Pa., to represent them at the hearings of this commission and present oral statements and data pertaining to the salaries of post-office clerks.

A review of the facts set forth in this brief will show you that the clerks have been underpaid and were compelled to retrench from their former mode of living and sacrifice all pleasures and luxuries; and, in fact, many of the necessities of life, to keep within the purchasing power of the salary received from the Government. Many of the post-office clerks augmented their salaries by outside employment, while others were compelled to go into debt to secure the necessities of life, as shown by statements contained in this brief. Outside employment was condemned by one of the representatives at Harrisburg meeting, who stated that a clerk employed outside of the post office could not give his full man power to his post-office work and the efficiency of the office suffered thereby, while on the other hand, post-office clerks should not be compelled to seek outside help to meet living conditions when they are employed by the best Government in the world, a Government operated for the whole of the people whose interests should be uppermost in the minds of all, and which should compensate its employees in keeping with that paid by private enterprises and the larger corporations.

The following resolutions were presented at the meeting at Harrisburg and unanimously adopted:

"That our representatives recommend to the joint commission that the entrance salary for post-office clerks should be not less than \$1,500 per annum with yearly automatic increases of \$200, until a maximum of \$2,300 be attained, with 'special clerks' at \$2,400 and \$2,500. That 40 per cent of the sixth-grade clerks in all first and second class post offices be advanced to the grade of 'special clerk.' It was further recommended that the department dispense with substitutes, and in their stead appoint regular clerks at the minimum grade, thus assuring better postal service."

AVERAGE EXPENDITURES FOR LIVING NECESSITIES.

In presenting these tables of costs we are assured by the clerks furnishing them that they represent their actual living conditions and that they show a much lower standard of living enjoyed under normal condition. In presenting the table of Clerk Kirkpatrick, Sunbury, we find the extreme cost, and the largest family, consisting of seven:

Salary received from Post Office Department.....	\$1, 400. 00
Expenditures for year year ending June 30, 1919:	
Rent.....	240. 00
Life insurance.....	120. 00
Taxes and other insurance.....	10. 00
Education.....	15. 00
Papers, books, and magazines.....	15. 50
Gifts, churches, charities, war work.....	120. 00
Doctors and dentists.....	90. 00
Drugs and toilet articles.....	5. 00
Postage and expressage.....	3. 00
Entertainment and recreation.....	None
Shows and motion pictures.....	None
Clothing.....	89. 25
Shoes and repairing.....	95. 00
Coal and wood.....	52. 00
Gas and electricity for lighting.....	21. 80
Gas for heating and cooking.....	47. 00
Ice.....	8. 00
Liberty bonds.....	50. 00
Laundry.....	2. 00
Foodstuffs.....	847. 00
Railroad and trolley fares.....	5. 00
Total expenditures.....	1, 835. 60
Deficiency not accounted for.	

In selecting the two tables below we accepted them from a group of at least 10, and as they ranged about \$1,700 to \$1,750, and the average of five persons to the family, considered them representing the average living conditions of post-office clerks in this district.

Submitted by Clerk Feiser, York, Pa.:

Expenditures:

Liberty bonds.....	\$51. 00
Insurance premiums (sick, life, accident, fire).....	140. 32
Taxes on home.....	43. 55
Payment on home in lieu of rent.....	200. 00
Interest on mortgage.....	77. 00
Water rent.....	23. 00
Gas for cooking and water heater.....	47. 03
Electric light, not including lamps.....	21. 83
Telephone (now \$21 per annum).....	18. 00
Doctor and dentist fees, including medicine.....	18. 30
Magazines and newspapers.....	15. 50
Clothing.....	89. 60
Ice.....	16. 00
Milk (average 1½ quarts daily, with extras).....	89. 44
Repairs to home.....	3. 55
Coal and wood (heating only, 3 tons below normal).....	66. 50
Contributions to church and Sunday school.....	36. 40
York County war chest.....	12. 00
Dry goods, notions, etc., from department store.....	104. 25
Shoes and repairing.....	81. 20
Recreation, including picnics, vaudeville, and motion pictures.....	25. 00
Foodstuffs, petty purchases, gifts, sundries, etc.....	551. 53

Total expended..... 1, 721. 00

Salary from Government.....	1, 400. 00
Sunday-school orchestra.....	46. 00
Secretary of lodge.....	194. 00
Rental of dance library.....	81. 00

Total receipts..... 1, 721. 00

Submitted by Clerk Campbell, Sunbury, Pa.:

Expenditures—

Clothing.....	\$125. 00
Rent.....	240. 00
Insurance (life and personal effects).....	170. 07
Taxes.....	2. 26
Light.....	18. 00
Water rent.....	5. 00
Fuel (coal, wood, gas).....	83. 00
Papers and magazines.....	7. 50
Shoes and repairing.....	90. 00
Sewing for family.....	20. 00
Doctor, drugs, and dentist.....	75. 00
Furnishings for home.....	100. 00
Ice.....	15. 00
Soaps and toilet articles (laundry and bath).....	15. 00
Miscellaneous foodstuffs.....	650. 00
Sundries including hair cutting, notions, gifts, contributions, lodge dues, recreation, etc.....	100. 00

Total expended..... 1, 715. 83

Salary from Government.....	1, 400. 00
Additional funds by outside employment and investment.	

Clerks from Chambersburg submitted report in bulk as follows:

Total expenses of nine clerks.....	14, 039. 18
Total salary of nine clerks.....	11, 953. 00

Deficiency.....	2, 186. 18
Liberty bond purchased.....	901. 00

Total bills owing by nine clerks..... 1, 285. 18

Service in my community, which I judge are the same all over the country.

I don't know that I can add anything in the statistical line outside of the regular statistics of salaries and commodities, which are practically the same the country over. I have a brief touching on those things, but I would like to say that it seems to me that the whole argument regarding the increase in postal salaries, the whole discussion, bears on nothing else but the increase in salaries and the attitude that has been taken. Of course increases in salaries of employees would help the Postal Service the same as it would a business institution. The Postal Service has grown to tremendous proportions, and we who are in the post offices more readily realize this enormous increase in the mail, especially in third-class matter. We are simply flooded with it. The problem is becoming so pressing that if we do not draw a better type of men into the service than what these salaries will naturally induce, the Postal Service in the future will be demoralized for the lack of capable officials to carry on the business. I don't say that unadvisedly, because you realize that it is the policy of our biggest and best corporations in America to-day to draw the very best brains right down to the lowest man. Take our big rubber companies, nobody but a college man can go into their sales force. They had it up to that standard until the war, but during the war they opened it to high-school men.

Now, we want to draw into the Postal Service college men and we want to draw in high-school men; and what could possibly induce a college man to enter the Postal Service to-day? You need the trained type of man; you need the man trained to think. The ordinary clerical duties can be performed by a person of average intelligence and industry with a little education, provided they try to perform them. But we have got to build for the future; we have got to look forward to the time 10 or 15 years from now, when the inefficient can be weeded out and we can come up then to the standard of the few who are the survival of the fittest. To-day we are going along on the work, you might say, of the men who came in 20 or 30 years ago, when civil service was first initiated. These men are still bearing the burden; they have the knowledge and they have the ability. The men that came in in the old days were men of considerable ability, but those men are dying out; they are resigning; they are being forced out by age; and the time is coming when we will have to have new men to take their places; and this problem is becoming so great, the mail service is becoming so large, that it assumes the proportions of a large corporation. In my opinion, I think it would be better if the Government went into the Postal Service more thoroughly and did not just touch it from a distance. For example, if this service was completely revolutionized by the introduction of the methods of, say, the Ford automobile factory. Mr. Ford established a minimum wage there of \$5 and later of \$6 a day, and he set that almost \$3 above the average minimum wage; yet he drew into his service the best type of workmen in America and to-day that shows in what he has gained.

(Mr. Grogan submitted the following paper on behalf of the clerks of West Virginia:)

STATEMENT FILED BY JOHN J. GROGAN, WHEELING, W. VA.

In bringing before this commission the proposition of providing adequate salaries for persons engaged in the United States Postal Service in the capacity known as "clerk," it will be necessary to provide, for purposes of comparison, statistical data concerning the prices of commodities at the present time and the approximate prices 10 years ago, when our present salary law first went into operation. By way of comparison, the wages of persons engaged in civilian occupations of a skilled nature at the present time should also be shown. On attached sheets is shown the above-mentioned data; these figures are indicative of the wages earned in the Wheeling district; the prices of commodities also represent those prevailing in that district. What applies to the Wheeling district also in a general manner can apply to the entire State, as it is essentially a State whose cities are mainly manufacturing centers. As no city or State or country, for that matter, can live unto itself, the whole world being interdependent, it is obvious that conditions prevailing in one section of the country are very likely to be the same in other sections. The great social and economic upheaval taking place the world over is, of course, the cause of the present unrest. Economists tell us that we are suffering from the wastes of war, which brings about inflated currency, which in turn deflates the unit of value. They tell us that the dollar has shrunk in purchasing power to less than half its prewar value. We find that to be true when we are compelled to pay \$2.75 for a 25-pound sack of sugar, which five years ago could be purchased for 90 cents; when we are charged \$2 for a bushel of potatoes, which formerly retailed for 90 cents, also when we pay \$50 for a suit of clothes which we used to get for 25, and when we find that rents have greatly increased in all the cities, we are forcibly brought face to face with the fact that the economists are correct, and not only that, but in spite of the fact that prices must naturally decline some with the completion of the era of reconstruction and the restoration of the world to something like normal, that we are on a permanently high-price level. In such case, the remedy is simple—increase the income of all proportionately to meet the increased costs. As further evidence that the world is flooded with cheap money, I mention the fact that five years ago there was in circulation all over the world \$13,000,000,000 in money, \$4,000,000,000 of which was gold; to-day there is in circulation \$32,000,000,000 in money, \$20,000,000,000 of which is paper and not backed by gold. In the face of this it is obvious that the world is to suffer from depreciated money for a number of years, and it is equally obvious that incomes must rise in proportion to counteract this.

It is perhaps unnecessary to go into any further detail as to the prices of this or previous times, and I presume the gentlemen of this commission are fully aware of the depreciation of money and its causes; and I am certain that enough evidence has been gathered to show that ample compensation is not being paid in the Postal Service, considering the nature of the duties, the skill and responsibility and general knowledge required, and the fact that occupations in civilian life for which like qualifications are demanded are being more highly compensated. The large number of resignations from the service in many cities is the most impressive argument in this matter. The law of supply and demand governs Government service just as it does civilian service. Obviously the Government is not paying adequate salaries in the Postal Service as the comparison shows, and the remedy is a complete revision upward of salaries. I say it with sincerity that if this is not done that the next several years will see the complete demoralization of the service. It is going along at present on those who have given it the best years of their lives, and who are by necessity compelled to remain, inasmuch as their knowledge is marketable nowhere else.

The business of the Post Office Department is assuming tremendous proportions. The mail is increasing enormously, and with the return of prewar postal rates and an era of unbounded prosperity ahead of us, the volume of mail will be simply overwhelming. The service will be calling for men of great executive ability to handle its problems in the future, but where are they to be obtained when salaries, working conditions, and lack of opportunities compensated highly enough prevent men of education from entering. The Postal Service needs the services of the college man and the high-school man—it needs the trained thinker just as certain as does the modern American business corporation. I ask what incentive is there under present conditions for men of this type to enter the service? None whatever; and, what is more, they are not coming in. The Postal Service is too near to the hearts of the American people,

and it is of too vital importance to American business to have the safe, speedy and accurate dispatch, transportation, and delivery of its important and valuable messages to underpaid, which means incompetent, employees. A letter from a Federal reserve bank to a branch, containing perhaps \$50,000 in checks of which interest is accumulating is too valuable to be placed in the hands of a man who has not sufficient sense of responsibility to care whether he dispatches it to perhaps San Francisco or Paris. Men of responsibility must be paid for at a high rate, or what might be considered high in comparison with ordinary occupations.

It would seem that the ordinary duties of a post-office clerk could be performed by any person of ordinary intelligence. In the Postal Service, as in any line requiring skilled help, there are three qualifications which distinguish the efficient employee—education, intelligence, and industry. It would seem that plenty of persons could be found possessing these requirements, but such is not the case, and naturally the employer providing the better salaries and working conditions secures the majority of them. Witness the case of a certain automobile manufacturer who provided a minimum wage of \$5 a day when the average was much lower, and thereby gained profits for his corporation which have been the sensation of the business world.

Salaries must be as large in the Postal Service as elsewhere if the Government is to keep it efficient. They must compare at least with those in the trades such as bricklayer, plasterer, plumber, carpenter, or machinist, who are earning from 75 cents to \$1 an hour. The wages of these workers are up to stay, not that collective bargaining will hold them up, as economic law will sooner or later force the prices of labor and commodities to their proper level but because these trades and callings require a degree and skill of knowledge which will make these workers unobtainable only at such compensation. A post-office clerk who is in the service a few years acquires skill and knowledge which places him in this class. Competition for these positions will naturally eliminate the inefficient, with the result that productivity and efficiency will be increased and overhead costs reduced.

	Compensation per hour.	Total average per month.	Total per year.
First year.....	\$0.65	\$132.60	\$1,591.20
Second year.....	.70	142.80	1,713.60
Third year.....	.75	153.00	1,836.00
Fourth year.....	.85	173.40	2,080.80
Fifth year.....	.90	183.60	2,203.20
Sixth year.....	.95	193.80	2,325.60

Two special grades at \$1 and \$1.05, respectively. Substitutes, 60 cents.

I feel that the foregoing table of salaries, if adopted, would go a great way toward stabilizing the service, removing discontent, and providing sufficient inducement to draw into the service the young man of education and ambition especially the young married man. One of the principal objects of the Government or a civilian employer should be to attract into their service young men who intend to make of the occupation or business they enter their life work. We all know that the worst feature of American industrial and commercial life is the large labor turnover. It is expensive to the employer and to the employee, also affecting the economic life of the Nation. I do not say that our Government should be a paternalistic Government, but I do say that it should set the example as an employer. I do not say the Government should assume ownership of any industry, but the Postal Service is a vital part of the Nation's life and should be brought to the very highest standard.

As to some features of the Postal Service which hamper its efficiency, one of the worst drawbacks is the large amount of overtime, evening, and night service. This, to my mind, could be largely eliminated or equalized by providing that 45 minutes' service be counted as one hour's time on all overtime and service from 6 in the evening to 6 in the morning. Vacation time should be equalized with that of other departments of the Government to remove discontent. Some sort of retirement plan would greatly improve the efficiency of the service. Also seniority of service should be provided, whereby the senior

clerk would have the preference for any vacancy which might arise in any department of a post office.

I have endeavored to be conservative in my suggestions, and I sincerely hope that this commission will take all the factors into consideration and make such recommendations as will make the American Postal Service the most efficient in the world.

The CHAIRMAN. We will now hear Mr. Hilton.

STATEMENT OF MR. CHARLES V. HILTON, WASHINGTON, D. C.

Mr. HILTON. Mr. Chairman, I am interested in seeing the Postal Service revived, as it were. The Postal Service has been made inefficient in a number of ways. One of those ways was by the elimination of mail trains on which mail was worked between terminals. It has been made inefficient by the installation of primary distribution, thus necessitating an extra handling of mail. This was done for temporary clerks, because they could not be expected to learn the regular distribution scheme inside of a year or two. It has been made inefficient in another way by these green clerks making so many errors. In the week of May 20 to 26, 1919, in the delivery section of the Washington City post office, the carriers of that section made a count of the number of errors that were made of mail misassorted to them, and for that week there were 47,306 misassorted letters, making an average of about 8,000 per day.

In addition to that, I might say that I think the primary cause of the condition that exists is the effort of the Government to make a profit out of the post office. Now, there are two reasons why the Government should not try to make a profit. One is the free matter that goes through the mails, and the other is second-class matter, which does not pay for itself. There are certain kinds of second-class matter where 200 pieces of mail go for 1 cent. I have in mind the Park College Record. Free matter for the Washington City post office would certainly amount of \$9,000,000 revenue a year if it were paid for.

Mr. ROUSE. What do you think about the postage on second-class matter?

Mr. HILTON. It might be increased somewhat, but I should say, being for educational purposes, it should be carried for less than cost.

Mr. ROUSE. How much less?

Mr. HILTON. Well, I am just a distributor; I am not prepared to say.

Mr. ROUSE. But we want to get your ideas. We have got to have ideas from all you postal men. This money has got to be raised from some source if these increases are to be given, and we would like to get it from the postage rates if possible.

Mr. HILTON. I would say you should make it as near cost as possible, but you could increase first-class matter to 3 or 4 cents.

It must be borne in mind that the depreciation of the dollar is one of the conditions back of postal inefficiency. The Bureau of Labor Statistics will show that the dollar of to-day is worth just about 50 cents as compared to the dollar of 1913. If you go back further than that, you will find that in 1896 the dollar of then is worth 37 cents to-day, so that this depreciation has continued all

through, and consequently the salary classification of 1907 has become changed and out of date.

The Postal Service is a trade. It requires about five years to learn this trade. It requires from 6 to 12 years even to reach the maximum grade. Most of the special clerks did not reach that grade under 10 years.

The resignations will show that the salary is inadequate. The resignations in the Washington City post office for last year among the carriers, regular and substitutes, were 78. Among the clerks the resignations were 291.

I tried to get some statistics on the temporaries, because we depend on temporaries, and for the two-year period there were about 1,000 resignations of temporary carriers and 3,000 resignations of temporary clerks. That in an office of only 1,300 employees, showing that the salary is not drawing nor holding the men.

I would recommend that a minimum salary of \$1,800 and a maximum salary of \$2,500 be paid and automatic grades be established.

Senator MOSES. Did you find that the help rendered by these temporary assistants was efficient?

Mr. HILTON. Far from it. But it was absolutely necessary, because we haven't enough regular employees to do the work.

Senator MOSES. Did the Postmaster General's Chinese cook render great assistance to you? [Laughter.]

Mr. HILTON. I don't know the gentleman. I have heard the story but I don't know him.

The comparative salaries of other trades will show the inadequacy of postal salaries. For example, bricklayers in Washington D. C., are getting \$1 an hour. They only had to serve an apprenticeship of four years, while a postal clerk has to serve an apprenticeship of at least five years. Plumbers are getting \$1 an hour. Tile setters are getting \$6 a day. Men on the street cars are getting 51 cents an hour after one year's service. Postal employees in the first grade are getting 35 cents per hour and in the highest grade 50 cents per hour.

Senator MOSES. How long have you been in the service, Mr. Hilton?

Mr. HILTON. Twelve years in November.

Senator MOSES. What salary are you now drawing?

Mr. HILTON. \$1,600. I am a special clerk.

Senator MOSES. Do you find that as you advance in the service you become unfitted for work in other lines of activity?

Mr. HILTON. Well, I don't say that I could get out into another line and make as much money as I am making now, because I haven't the training to go into it. It is true, I could take a job on the street cars and make nearly as much money, because that doesn't require any training, but at the same time I feel that a postal clerk is entitled to more money; I think he will get it eventually, and I think it is worth holding on to for that reason. I think a postal clerk who has served his apprenticeship, is efficient, making 95 to 98 per cent, is worth under present monetary conditions, \$2,500 per year.

The CHAIRMAN. We will now hear Mr. David MacArt, of Scranton, Pa.

STATEMENT OF MR. DAVID MacART, SCRANTON, PA.

Mr. MACART. Mr. Chairman and honorable members of the joint commission on postal salaries, in northeastern Pennsylvania, taking Scranton as the hub, the cost of living has increased 93 per cent. There is only one city in the 39 largest cities, as reported by the Federal Trade Commission, that exceeds Scranton, and that is Baltimore. In Scranton the electric-light company, which operates through several counties, pays laborers 54 cents an hour. The ash man gets 58 cents an hour, and they get treble time for Sunday work and double time for holiday work, and time and a half for overtime.

The excessive night work is one of the most unnatural conditions in the post office. We know it is necessary in a great many of the post offices to have night work, but about 50 per cent of the night work could be done during the day, when there would be greater efficiency, and at the same time it would argue well for the health of the men in the Postal Service.

Senator MOSES. How do you establish that fact, Mr. MacArt? Isn't it a fact that the great bulk of the mail is deposited in the post office late in the afternoon or early in the evening?

Mr. MACART. I refer to second and third class mail, circular matter, magazines, etc. The great bulk of it is, but there are lots of firms who could put it in in the morning when there is not so much work to do, and it should be handled in that way and save the Government very large sums of money in the lighting expense that is paid for handling this matter that most people don't care whether they get to-day or next week. My experience as a carrier before I became a clerk was that many of my people would tell me: "Take that back with you." It was second-class matter that they didn't want at all, and about 50 per cent of the work in the post office at night is working on second-class matter.

In Scranton the scheme separation has 2,850 separations, in our city section alone. We also study Pennsylvania with 4,000, New York 3,500, and New Jersey 800; so you see it takes a man some years to become thoroughly competent to handle that line of work. We work the cities of Philadelphia and New York just the same as they do in the cities of Philadelphia and New York. I worked four years in the Philadelphia post office, and I naturally work Philadelphia when I am working nights in Scranton.

Another great demoralizing feature of the postal service is the lack of a seniority system, which should be established. While it is probably not the purpose of this commission to take up this matter, if we had a seniority system in the postal service similar to the seniority system adopted under Ex-Director General McAdoo, of the United States Railroad Administration, it would be one of the finest things for the postal clerk, and would show the greatest advancement in the Postal Service—that is, in the working conditions—in its history, and I urge upon you, gentlemen, while that will probably be considered a matter of administration, if it should be adopted you would certainly gain the heartfelt thanks of every clerk in the Postal Service.

I think that clerks working nights should have an increase in salary of at least \$25 a month for the time they lose from their

families and social life, which they are denied entirely, and about three-quarters of their life is spent working nights.

I also want to appeal on behalf of the motor vehicle employees. Scranton about a year ago established motor-vehicle service. We have 24 employees. Most of them are ex-service men, and the way they handle the mail matter coming from the stations to the post office and back and forth is wonderful. Those men take great interest in their work, but I can assure you that if they do not soon get relief we will not have the same class of men in the motor-vehicle service. They are a fine type of men and certainly save the Government thousands of dollars in the city of Scranton alone.

Mr. ROUSE. Does the Government operate the machines there in Scranton?

Mr. MACART. Yes; it was established about a year ago.

Mr. ROUSE. What kind of service are you receiving now in comparison with the old system under contract?

Mr. MACART. There is no comparison at all. It is excellent.

Mr. ROUSE. Is it much better now?

Mr. MACART. It is wonderful to see the way those fellows get to the post office, back and forth, from the railroad stations, and the interest they take in handling the mail properly so they won't destroy it; and they won't put one sack with 150 pounds of mail down on another sack with only 25 pounds.

The CHAIRMAN. You have a brief there, haven't you?

Mr. MACART. Yes, sir.

The CHAIRMAN. You can file that, if you will. We can then have the benefit of it. I am sorry we can not give you more time.

(The paper referred to follows:)

STATEMENT SUBMITTED BY DAVID MACART.

On behalf of the postal clerks of northeastern Pennsylvania, I have earnestly urged you to give immediate relief in the matter of higher wages.

The trying conditions of a postal clerk, certainly are not overdrawn. From Scranton and northeastern Pennsylvania, many clerks are in debt to the extent of \$200 to \$1,000, due to abnormal conditions and from sickness.

The excessive night work which denies a clerk from three-fourths of his evenings at home, with his wife and children, or friends, certainly with the unnatural times for his meals, should be given additional compensation of \$300 per year, for night work.

This would also have a tendency to abolish the unnecessary night work and save the Government large sums of money in light bills. The unnatural night work trying to sleep days in the heat and noise, is very hurtful to the health of the clerk.

Scranton stands second city showing foodstuff increases in the United States of 39 principal cities; these figures are taken from the United States Department of Labor reports.

Scranton's city scheme has 2,850 separations. Pennsylvania 4,000 offices New York 3,500, and New Jersey 800 offices. We surely have cause to consider that we are highly trained workers. In our office we had eight resignations so far this year. In the two civil service examinations held in the past six months only 20 people took the examination that was held October 4 and 40 April 1. Years past from 100 to 250 were taking these examinations.

The above clearly shows the need of adequate salaries and better working conditions.

There should be a promotion and seniority rule for clerks, similar to the one granted by the United States Railroad Administration, under ex-Director McAdoo, to stop the disgraceful manner in which promotions to-day work, and better positions in the post office. This is one of the most demoralizing con-

ditions in the post office service to-day. Many clerks are working nights --from 13 to 35 years—and clerks just appointed are getting day work.

Clerks' wages in first-class offices should be increased from \$1,800 to \$2,200 a year, and \$300 additional for night work, and in second-class offices, from \$1,500 to \$2,000. These are the lowest salaries that should be paid to meet the skill required and the cost of living at the present time.

I also appear in behalf of the motor vehicle employees of Scranton, Pa. The best type of chauffeurs are employed; also machinists and clerks; they save the Government thousands of dollars by the care they show in their work. Superintendent of the Scranton garage was offered \$2,400 to go to Detroit, Mich., but still stays in Scranton as he hopes to get a substantial increase from you, gentlemen. He is one of the best mechanics in Scranton, and was considered such in the United States Army.

So, gentlemen, I earnestly urge that you will give the increases asked, as the above figures are based on the lowest possible standard of living, plus skill in our work.

The CHAIRMAN. We will now hear Mr. Murphy, of Pennsylvania.

STATEMENT OF MR. JOSEPH D. E. MURPHY, PHILADELPHIA, PA.

Mr. MURPHY. Mr. Chairman and gentlemen, I think in order to gain a clear impression of our reasons for asking an increase in salary, it would not be amiss to go over a little bit of the detail work connected with the Postal Service.

Now we will take a man as substitute clerk. After passing the examination, he is appointed a substitute clerk at no salary. He reports in the morning, we will say, at 8 a. m. Of course, it is different in different offices, but in Philadelphia he reports in the morning at 8 a. m., and he has to wait on call until about 11.30. If at that time he has not received an assignment he leaves with the understanding that he is to report again at 3.30. At 3.30 he comes back and sits and waits until 6 o'clock. Perhaps at 6 o'clock he receives an assignment to work the 6 to 3 tour, 6 p. m. to 3 a. m. He then has to go and do that work. At 3 o'clock he is through, and after being on call for 18 hours he receives eight hours' pay, or \$3.20. That is one feature about the system that I would like to call your attention to. That man is on duty but he has no fixed salary.

Now, after serving from one to three years as a substitute clerk, he is then appointed a regular clerk at a salary of \$1,000 a year, and immediately upon his assuming the responsibility of a clerk, he is presented with a scheme to study, consisting of anywhere from 1,000 to 5,000 offices, according to the State that he receives. He must qualify on this scheme the same as the man who works on the distribution case. If he does not, he does not receive an increase in salary. After that perhaps he may be sent to the city delivery section to work. Now, in the city delivery section they have 38 separations—that is, 38 stations. They have 93 separations on the carriers' case; they have 1,999 lock boxes; that is, the names of the principal business firms of the city of Philadelphia who have lock boxes. He must memorize all those names and when he receives a letter for that person or firm he must know that they have a box. Now those lock boxes change quite frequently and he must keep in touch with the changes that are made. There is a sheet issued by the department that comes out about once every week, that has an average of 90 changes on it, and he must learn them.

Now, perhaps this same gentleman, instead of being sent to the city section, is sent down to the mailing section, as in my own case—

I was appointed a clerk on the New York State letter case. They have 3,000 post offices in the State, 225 separations, and there is a dispatch time for every one of those post offices that you must memorize. This man after serving six years reaches a maximum grade of \$1,500. Now, I want you to bear in mind that this maximum grade in the post office is reached after six years, and any man that learns a trade is usually finished in four years.

The gentlemen of the House of Representatives have indorsed the Nolan minimum-wage bill of \$3 a day, a very good bill, and I hope the Senate will follow suit. The \$3 a day minimum-wage bill pays a salary of \$1,080 a year, plus the bonus of \$240, making the salary for the fiscal year, if it passes, \$1,320. Now, you start your post-office clerk in at \$1,000 a year—very unfair to him—you take a man that will be touched by the Nolan \$3 a day minimum wage bill. He is appointed, we will say, a cleaner in one of the post offices. He comes in and takes his broom and starts to work, getting \$1,330 a year. The post-office clerk goes through the six years that I am telling you about, the time that he substitutes, from one to three years, and at least it is five years more before he gets above the man who comes under this Nolan bill.

The CHAIRMAN. Your time is up, Mr. Murphy. If you have a brief there, you can file it.

(Mr. Murphy submitted the following brief:)

BRIEF SUBMITTED BY JOSEPH D. E. MURPHY.

To properly understand the need of increased salary for the post-office clerks it is necessary to first gain an idea of the duties performed and then to compare the salary received for said duty with the salaries paid by the firms and corporations throughout the country.

The post-office clerk first enters the service as a substitute (after passing his entrance examination) and is then compelled to report in the morning and in the evening; in the event of his not receiving an assignment he must report again in the evening; perhaps he will then be assigned to fill a tour of night work, say p. m. until 3 a. m., and after being on call for about 18 hours he receives compensation for 8 hours or \$3.20 in money. As a substitute he receives no salary and is frequently unemployed for days at a time.

After serving as a substitute for from one to three years he is then made regular clerk at a salary of \$1,000 per year, and is given a scheme to study consisting of between 1,000 and 5,000 offices, together with dispatch time routes, etc.

If assigned to the city section, he is required to familiarize himself with a city scheme of 37 separations covering Philadelphia and its outlying district of thousands of residences and business firms, also a carriers case scheme of 9 separations covering Philadelphia's central business sections. In addition to this, this clerk must know the lock-box scheme consisting of 1,999 business firms or individuals having lock boxes in the central office, and a printed change of address sheet issued by the department weekly, this sheet averaging 95 removals per issue.

The clerks work three tours, 8 a. m. to 4.30 p. m., 6 p. m. to 3 a. m., and 11 p. m. to 8 a. m. Alternating each week working practically every other Sunday or part of a Sunday; as, for example, the only week he has a full Sunday off is the 8 a. m. tour.

The clerks are compelled to work a tour of eight hours or longer, continually on his feet, under an artificial light, in drafts and other unsanitary conditions.

In addition to this he must qualify each year on his schemes, which he must study on his own time.

In the mailing section the conditions are about the same, except that a man must memorize a State scheme of from 1,000 to 5,000 offices, about 225 title mailing directions for same and time of dispatch.

The mailing clerk must also qualify on his scheme once a year in order to obtain promotion.

The responsibilities of the post-office clerks are many, as, for example, the stamp clerk is graded in salary with the clerk not having the financial liability entailed in the stamp clerk's daily work. One example is a clerk receiving \$1,500 July 1, 1919, carrying a due bill of \$12,000 in stock at all times and selling approximately \$1,500,000 worth of stock yearly, working in a division that does a business of over \$25,000,000 annually.

It has been repeatedly stated by the Post Office Department that it requires about five years to become proficient as a distributor, as when compared to five years' study at a trade or a profession, the salary is very little and far below the present-day standard.

The salary paid to post-office clerks is not enough upon which to live decently and as an employee of the Government should live. Considering the class of men employed in the post office and the desire upon the part of the department to uphold the character of the service it has now become necessary either to increase the salary or allow the service to depreciate, as it is impossible to obtain the class of men the department desires under the present scale of wages.

In a statement compiled by about 100 men in one station the following are the average advances in the cost of living.

Rent, 46 per cent; light, 6 per cent; food, 84 per cent; doctors and coal, 69 per cent; clothing, 95 per cent; average in family, 3; medicines, 92 per cent.

In the case of everything the advance is placed upon the consumer regardless of his salary.

The following table is a conservative example of the expenses attending the proper bringing up of a family of four under present living conditions, allowing nothing for recreation or amusement:

Rent	\$264
Coal and wood for fuel—5 tons at \$12 and \$5 for wood.....	65
Gas (stove and light)	25
Food at \$15 per week.....	780
Clothing	200
Insurance	90
Doctors, dentist, church dues and incidentials.....	200
Total	1,624

And the maximum grade clerk is only receiving \$1,500, so as is the case very often something must be cut out or else go into debt. This is, indeed, shameful, that our great Government would allow such condition to exist especially when it is admitted by all authorities upon the subject that living costs have advanced from 75 per cent up to 300 per cent upon staple articles of food and clothing. Bradstreet quotes the advance in the cost of living from June, 1914, until September, 1918, as being 117 per cent, and the wage of the post-office clerk has increased in that same time only 25 per cent.

If the salary of the post-office clerk was increased to a fair figure it would tend to attract the most desirable element of our citizens to the service and its opportunities and also reward its faithful employees for their years of hardship which they have endured uncomplainingly.

As regards suggestions we respectfully recommend the following:

1. That the substitute grade be abolished and that a man entering the service receive as an entrance salary the sum of \$1,500, and that there be five grades—\$1,500, \$1,700, \$1,900, \$2,100, and \$2,300—and that a clerk be promoted successively to the \$2,300 grade after serving one year in the next lower grade. Also to have a \$2,400 and \$2,500 grade of special clerks and to arrange for the promotion of 40 per cent of the clerks in the fifth grade to the title of special clerk in the \$2,400 grade and to promote 40 per cent of the special clerks in the \$2,400 to special clerks in the \$2,500 grade. All clerks to be automatically promoted to the corresponding grade in the new classification.

2. A retirement measure providing for retirement with half pay after serving 25 years regardless of age.

3. Forty-five minutes to be considered the equivalent of one hour in computing time worked after 6 p. m. and until 6 a. m.

4. Time and one-half for all work performed in excess of eight hours, with double time for Sunday and holiday work. All overtime to be voluntary.

5. Thirty days vacation and 30 days sick leave, thereby placing the Post Office Department upon the same footing as other departments of the Government.

per day for a period of 30 to 40 days. Such scheme examinations must be repeated every six months until the appointee has completed his allotted distribution, which takes from three to four years, after which he must review at least once a year. Thus it can be seen that from four to five years' time is required to make a thoroughly efficient clerk. For this large amount of extra study and work the clerk receives not one additional penny or one minute of time off duty; all must be performed on his own time. Small wonder then that the officials are finding it increasingly hard to keep men even after they are appointed. The remedy for this is a reasonable time off duty for the purpose of scheme study or additional pay for such extra time required in study.

If appointed in the division of finance, he enters at once on a career of responsibility which would eclipse that of the average bank clerk and of which the public has not the slightest conception; yet, of all the countless millions handled by these faithful workers, the Government has not suffered the loss of one cent. This emphasizes the type of men employed.

From one-half to two-thirds of the post-office clerks' work is performed at night or in the very late evening hours, a time when those who have families most enjoy being with them, and a time when those young men whom the service needs most can best enjoy their recreation. This disagreeable feature in the absence of any future to which one may look forward, is turning away the best and most promising material. It is realized, of course, that a great portion of the night work is absolutely necessary if the postal machine would operate smoothly and efficiently; however, this disagreeable condition could be greatly alleviated by the application of a time differential which would place it on a more equitable basis with the daywork.

By far, the greatest complaint, both from older clerks and those whose services are sought, is the matter of salary which is at present paid the postal employee. The salary question is the most acute and unless remedied immediately and materially will not only fail to draw the men sought but will drive from the service a large number of the trained workers who are loath to give up a position to which they have dedicated the most fruitful years of their lives and who are holding on with a feeling of certainty in their hearts that some remedial legislation will be passed making it unnecessary for them to go back to the trade or calling which many of them left years ago and which are to-day far ahead of the Postal Service, both as a remuneration for service performed and with regard to general working conditions. There is no line of business outside the Postal Service requiring skill or training of any sort that does not pay from 68 cents to \$1 per hour, with time and a half for overtime, and in some cases double time for Sunday work. How can the Postal Service hope to cope with such a situation as this? Including his temporary war bonus, the clerk in the automatic grades receives from 35 to 52 cents per hour, according to grade, with straight time for overtime. Even the unskilled laborer outside the service fares better than the skilled postal worker. His pay, as a rule, is about the same and in some cases higher than the highest postal worker in the automatic grades, and he is invariably paid time and a half for overtime. We have already lost an alarming number of men, both experienced and inexperienced. What will you do for those who remain? Are you going to keep them, or will you let them go also? If you let them go where will you look for more trained men to fill their places? Will you disregard the exigencies of the case and allow the Postal Service to remain on the toboggan by permitting these men to go, hoping that by lowering the entrance requirements to thereby secure a cheaper grade of labor at the expense of the service? Will business and the public at large stand for this? We think not.

It has been truthfully said that the Government owes a duty to these men whom it has induced to enter the service and devote their lives thereto. They have sacrificed their opportunities of entering other lines of business with an hope of building for the future. They are highly trained, it is true; the Post Office Department sees to that. Their training, however, has fitted them for one position only and for but one employer. They, like their brother workers outside the service, have a commodity to market in the shape of their labor, but while their brother workers have a hundred or a thousand markets in which to offer their labor, the postal worker has only one. He must take what his employer offers, or else get out and throw away the work of his lifetime. Is this fair to him? Some of us are too young in the service to be materially affected by a change. We are just beginning our life work and can very readily turn in some other direction and seek more profitable calling.

others of us are a little older and, of course, the ties that bind are a little stronger. We are, however, young enough to cast our lot in some more lucrative calling with a measurable show of success; others of us are too old to consider a change, therefore we will remain; we will have to, as there is no other course.

The postal service of to-day is on the down grade, and is going fast. The employees are dissatisfied, discouraged, and bid fair to lose all interest in their work. They are not to be blamed for this. Those in the automatic grades have received not more than 25 per cent increase in the last six or eight years, and this includes a war bonus which they automatically lose at the end of the fiscal year. The cost of living has been going forward with giantic strides during that time until it has more than doubled. How, then, under the circumstances, can a man be expected to show any interest in his work? How can he be expected to show any ambition or enthusiasm when he finds it necessary to drag along from 10 to 12 hours a day in the post office or else seek extra work outside in order to provide necessities and comforts for his family? We stuck as a whole during the war, when our country was waging a struggle for freedom and equal rights for the oppressed people of Europe; we look now to our Government for a return to that standard of living which we have been accustomed to but which is being denied us because of the inadequate wage we receive. Give the postal worker a fair return on his labor, that he may improve his living conditions to compare favorably with the great body of American people and to which he is entitled as a servant of the greatest and richest country on the globe, and you will have gone far toward solving the problem of a better postal service.

The special-clerk grade in its present scope is wholly unfair to the majority of the clerks and has gone a long way toward destroying the morale of the more experienced men. It is right in principle, but should be so remedied that all clerks after passing from the highest automatic grade may qualify and compete for this promotion. This would offer inducement to the men to study and perfect themselves and would materially increase the efficiency of the service. At present it is enjoyed by a few, while a majority who are just as competent and in some cases possess greater qualifications must continue in the maximum automatic grade.

The postal worker seeks no favors and wants none. He seeks only a fair return for his labor, a fair living along the standard to which he has been accustomed, with an opportunity of laying aside a little for the education of his children and a little for that rainy day which must come to us all at some time during our lives. This we are entitled to and this we expect as servants of the greatest democracy on the globe, a democracy that stands for justice and equality for all, regardless of his station in life.

This, gentlemen, is our position. It is not necessary to dwell at length on the cost of living in this locality. It is on a par with most of the cities throughout the North and West, as can be seen from the data attached hereto. (Statistics show it has advanced about 97 per cent in the past four or five years.) We are furnishing only what we think necessary, having in mind the limited time and large amount of work of the commission; more will be furnished if desired. We attach also for your consideration letters from a few of those who have found it necessary to leave the service. In conclusion we would sum up the needs of the service, if it would be brought up to the peak of efficiency, as follows:

1. Better working conditions, to wit, discontinue working mail in cellars, coal bins, boiler rooms, and other badly lighted, insanitary, and poorly ventilated quarters.

2. Reduce night work to a minimum; and where night work is necessary, allow a time differential in order to place it on a more equitable basis with day work.

3. Allow time off for scheme preparation where possible. If this is not possible, extra pay should be allowed for time spent on scheme study.

4. Recruit the ranks of the service to the point where it will be unnecessary to work the men more than eight hours except in extreme emergencies. The eight-hour law in its present form is abused to such an extent that it has become a farce.

5. Arrange the special-clerk grade so that all clerks who have reached the highest automatic grade may qualify and compete for the promotions. In its present scope it is a morale destroyer.

6. Pay the postal workers an adequate wage, having in mind their duties and the responsibilities attached to their position as servants of the Government.

7. Give more attention to the higher grades. The average young man, in beginning his life work, looks more to the future than the present. It is poor economy to get men into the service, put them through an expensive training and then let them go.

8. Salary reclassification, \$1,800 to be the first grade, \$2,100 to be known as the second grade, \$2,400 to be the maximum grade, with \$2,500 and \$2,600 as special-clerk grades.

9. Time and a half for overtime, with double pay for Sunday and holiday work.

10. Thirty days' vacation and 30 days' sick leave.

11. Retirement for aged employees, with a liberal pension.

12. Seventy-five cents per hour for substitute work.

13. That clerks be dealt with collectively as a bargaining unit by the Post Office Department.

14. Seniority should prevail invariably, provided efficiency is maintained.

15. A civil-service court of appeals.

16. Adequate wage with improved working conditions will insure efficient service.

The CHAIRMAN. The next speaker is Mr. Pindell, Washington. It seems, Mr. Pindell, that you have been allotted four minutes, and as this is your own arrangement, you, therefore, can not complain about it. We will be very glad to hear you for that time.

STATEMENT OF MR. CHARLES D. PINDELL, WASHINGTON, D.

Mr. PINDELL. Mr. Chairman and gentlemen of the commission. I would like to convince the commission that the trained postal employee is an intelligent and highly efficient employee of the Government.

The number of stamps shipped by the Bureau of Engraving and Printing through the Washington City Post Office and handled by the clerical force of the Registry Division for the fiscal year ending June 30, 1919, was 14,502,000,000 plus.

These are highly trained and very efficient men and should be paid accordingly. Corporations are paying large salaries for the same qualifications. Therefore, the men are leaving the service and going to the corporations to receive higher salaries. The corporations are employing traffic experts who are paid \$5,000 to \$10,000 a year to route a piece of equipment of that corporation to any part of the world by the shortest possible route. The post office clerk picks up a piece of mail or a parcel-post package and sends that to any part of the world by the shortest possible route to get it there in the quickest time, and he, too, is a traffic expert and should be paid accordingly.

The mailing clerk has become a highly trained and efficient woman. He should be rewarded in every way possible and treated in accordance with the large amount of study and close attention that he has given in past years to develop into the expert that he is.

The automobile mechanic receives \$10 a day. He works possibly in his trade five or six years before he becomes an expert and can command that salary; yet the Government to-day is paying to superintendents and assistant superintendents of mails salaries of \$2,000 and less. They, too, are experts in their line.

I find that in Washington, D. C., my home town, the cost of living is abnormally high. The cost of my table alone, gentlemen, of plain

fare, for a family of six is more than \$90 a month. I can not budget my daily needs under \$5 a day; therefore I find that it is necessary for me to raise in some way at least \$2,400 or \$2,500 a year to meet my expenses, or go into debt.

Now, I have statements of other men of families, employed in the city post office, from substitutes up, and I find that they are all living on, or should live, on \$2,000 a year, and if they do not get that they are three or four hundred dollars behind every year in their expenses. The younger man coming into the Postal Service who is not married and has no family to support, can live on less than \$2,000 a year, but the man who has given considerable time to study and has devoted 12 or 15 years to the Postal Service, by this time has a family, and he is trying to educate his children and bring his family up according to the American standard of living, and he can not do it on less than \$2,500.

Mr. MOON. How many people do you know in the United States who are working 10 hours a day, giving very efficient service, who get \$2,500 a year?

Mr. PINDELL. Judge, I would like to speak of the standard of living of the American post-office clerk: He is a highly trained and efficient worker, and he has devoted considerable time to reach this pinnacle, and therefore his children are being brought up along different lines, and his family is being cared for differently from the man who only is making \$19 or \$20 a week. They expect more of the clerk.

Mr. MOON. I don't want you to misunderstand me. I don't disagree with the idea that you ought to have better pay and proper pay, but it just occurs to me that there ought not to be too much blame about the amount that you are receiving, because 90 per cent, perhaps, of the people of the United States are working for less than half that amount now.

Mr. PINDELL. The average family requires at least \$100 a year for vacation, or a rest period in order to be able to better perform its work after that for the following year. That is not absolutely essential, but it is necessary to the welfare of a home and should be allowed.

Mr. STEENERSON. But you don't have to pay income tax on more than \$2,000.

Mr. PINDELL. I wouldn't have to pay income tax with the family I have.

Mr. STEENERSON. You would have to pay on \$500 if you got \$2,500.

Mr. PINDELL. Yes, sir; not on more than that. Now, it is necessary for the postal clerk to know postal laws and regulations, all parcel-post regulations, the dispatch of all mail, the acceptability of all articles for mailing, the proper method of handling mail for each State in the Union, and how mail for that State is worked, and where. It is also necessary to have a knowledge of the classification of mail and the rates of each class of mail, and the ability to judge offhand the postage on mail and the withholding of short-paid matter. The clerk also must be an adept in the rapid handling and tying of mail—and some of them are experts in that line. He must have ability to operate cancelling machines and other mechanical devices.

Each distributor in the mailing section of the office is required to acquaint himself with certain States assigned to him; to learn it so that he is able to dispatch, without reference to any guide or book,

pieces of mail to any part of the State. This necessitates the memorizing of many thousand facts and training the mind to recall these facts at the rate of one each second, or sixty a minute, and that is positively true.

The CHAIRMAN. Your time has expired, Mr. Pindell. We would like to have you file your brief.

(Mr. Pindell submitted the following brief:)

STATEMENT FILED BY CHARLES D. PINDELL, WASHINGTON, D. C.

Table menu, September 27, 1919, of Charles D. Pindell, graded clerk, city post office, Washington, D. C. (family consists of man, wife, and four children, youngest aged 2 years): Breakfast—cereal, 15 cents; $\frac{1}{2}$ dozen eggs, 35 cents; $\frac{1}{4}$ pound butter, 17 cents; $\frac{1}{4}$ pound sugar, 3 cents; $\frac{1}{4}$ pound coffee, 12 cents; seasoning, 1 cent; total, 83 cents. Dinner— $\frac{1}{4}$ peck potatoes, 15 cents; stewed tomatoes, 18 cents; 6 ounces butter, 25 cents; 4 ounces sugar, 3 cents; tea, 5 cents; meat, 55 cents; total, \$1.21. Supper— $\frac{1}{2}$ pound cheese, 22 cents; jam, 20 cents; tea, 5 cents; sugar, 3 cents; crackers, 10 cents; milk, 16 cents; total, 76 cents. Breakfast, 83 cents; dinner, \$1.21; supper, 76 cents; bread (3 loaves at 9 cents), 27 cents; daily food, \$3.07; daily ice, 15 cents; cost of table, \$3.22; average meal, \$1.07; average per person per meal, 17 cents.

Daily expense itemized elsewhere (365 days \times \$5.38..... \$1,963.70
Clothing—estimate, year 1918 to 1919:

Children's shoes	36.00
Wife's shoes	20.00
Man's shoes	18.00
Children's clothes	60.00
Wife's clothes	107.00
Man's clothes	92.00
Life insurance, per year:	
Man	28.00
Wife	7.80
Children	22.36
Sick benefits	6.00
Incidentals:	
Church, per year	5.00
Barber, 12 \times 75 cents per month	9.00
Magazines, 12 \times 40 cents per month	4.80
Extra car fare family use, per year	25.00

Total necessary..... 2,404.66

Does not include recreation or vacation.

Daily expenses of family of C. D. Pindell, graded clerk, city post office, Washington, D. C.:

Food	\$3.07
Ice .....	.15
Car fare .....	.14
Rent .....	.14
Fuel .....	.20
Coal oil .....	.32
Phone .....	.10
Tobacco .....	.10
Papers .....	.05
Laundry .....	.25
Toilet articles .....	.10
Upkeep of house .....	.17
Total	5.38

This does not include clothing, insurance, church or recreation, or books magazines, etc. Family life insurance amounts to \$64 per year.

The CHAIRMAN. The next speaker is Mr. Tilghman, of Maryland

STATEMENT OF MR. A. W. TILGHMAN, BALTIMORE, MD.

Mr. TILGHMAN. Mr. Chairman and gentlemen, going into a detailed statement as to cost of living and conditions prevailing in the city of Baltimore is a man-sized job, and I don't think I will undertake to give any statistics on that subject, as you gentlemen are all pretty well versed in that, but I will say this, that when Congress in 1907 enacted our present salary law, they were guided by the conditions then existing, and they gave us the law for the \$600 entrance salary to \$1,200, and I can not understand why they hold back now in making our salaries commensurate with the present cost of living, because it costs twice as much to live. Everybody knows that.

The cost of living in Baltimore has increased 110 per cent and the wages in every other profession, trade or craft have increased accordingly, even to unskilled laborers, where they are paying the street car conductors and motormen over there about 59 cents an hour, and they contemplate giving them another raise, inasmuch as our public-service commission has granted the railroad companies an increase in fare to 6½ cents. I think the men will get the benefit of it.

One of the gentlemen was speaking about raising the funds. I hear one of the Senators remark that he would like to know how you are to get the funds. I think that if 3 cents postage was resumed, it would go a long way toward establishing a fund for granting these increases, and I think that Congress was pretty quick in taking that off at the expiration of the war. It seemed to be about the first thing that they did. I don't suppose they were well acquainted with our conditions.

Within the last 10 months in the Baltimore office we have had 479 resignations of clerks. These clerks are from all grades, and if you gentlemen will permit an individual instance I can recite one in the case of Clerk McComas, of the registry division, who has been in the service 28 years. He was given an examination of the State of Virginia, and after having studied it for about seven or eight weeks he was requested by the man in charge of the examination—he asked him if he wouldn't take Maryland instead. He had then nine days in which to prepare for it—although he had taken Maryland previous to this—and McComas told him, yes, he would try to. The nine days rolled around and he was not prepared and he asked for an extension of time. They gave him two weeks. At the expiration of two weeks he went to put up his examination. He missed it by two cards. He failed to make the required 95 per cent by missing two cards too many, and when July rolled around, this July, his \$100 increase was withheld from him. Now, this same man during the war was offered a position that paid him \$50 a month. He had three sons in the service——

Mr. STEENERSON (interposing). You say \$50 a month?

Mr. TILGHMAN. \$50 a week, I should say. He had three sons in the service and he told the postmaster—he asked him if he was going to take the position, and he said: "Well, I would like to take it, but I have got three boys over there and I think that I will be loyal to the post office, as you asked us to be in a speech that you made to us on the first issue of the Liberty bonds." He stayed, and that was

his reward. That is only one instance out of thousands where departmental orders have worked to the great disadvantage of the men.

Another thing I desire to call your attention to is the fact that our First Assistant Postmaster General Koons, in his testimony before the Senate committee when they had the hearing on time and a half for overtime, if I remember right, he testified that the circular matter was not worked at night in the larger offices, that the men were not required to work overtime in working circular mail. I don't know how it is in other offices, of course, but I know the conditions in the Baltimore office are that nine-tenths of our overtime is made on circular matter, that circulars are worked at night and that circular matter could be worked in the day time just as easy as rolling off a log if the authorities would only cooperate with the men. But there doesn't seem to be any intent upon the part of the supervisory officials to cooperate with the men, because we put it up to them a number of times. We have had our committee go before the superintendent and postmaster and suggest changes, but they were never acted upon.

In the way of night work, I think that if the collections—I know, in fact, if the collections in Baltimore City were arranged differently, night work could be eliminated to a very large degree. I know that we could work—say, 11 o'clock at night would be the latest, instead of 3 o'clock in the morning. We ask that in the reclassification the salaries be \$1,800, \$2,100, and \$2,400—three grades.

I thank you, gentlemen.

The CHAIRMAN. The next speaker is Mr. Weinstock, of Philadelphia.

STATEMENT OF MR. HARRY C. WEINSTOCK, PHILADELPHIA, PA.

Mr. WEINSTOCK. Honorable chairman and members of this commission, I am not going to bore you with a repetition of the facts that you have heard all over the country. What applies in Boston to the inflated cost of living, applies to Philadelphia or to Chicago or to San Francisco. The increase in wages for the present time is simply a makeshift in a direction like a dog chases his tail, and not getting anywhere.

The old adage rings true that you never pick up a sleeping baby, but the post office clerk has begun to yell, and our yells are heard all over this great land, and the Representatives in Congress and in the Senate are wondering why we are making this outcry. We are making this outcry for industrial democracy in the Postal Service. We are asking that you give the postal men who are in a blind vocation, a vocation that is not necessary in any other commercial industry—we are asking that you give us that American ideal, the square deal, and a square deal is to give to us the compensation so that we can stand on a level with our fellow citizens. The conductor or the motorman that brings me down to the post office is able to buy better clothes and better food than the post office clerk on his wages, performing a Government function; and as an American, loving the institutions of our land, I cry out against sabotage, that thing which will destroy an institution which is necessary for the prosperity of this land. And sabotage is being forced into the Postal Service by drastic regulations that humiliate men and drive them from the service. Consequently every month in Philadelphia we are compelled to have an examina-

tion, and the bars are being lowered and lowered; consequently the men who sought the Postal Service years ago turn in disdain away from it and seek other employment.

A porter in an iron foundry, who simply goes around and picks up scrap iron, gets more money than the sixth-grade post-office men. The garbage collectors in some cities get more than a sixth-grade post-office man.

And there is a solution to these problems. The same condition which made it possible for the Congress of the United States to create this commission should have a like commission that would supervise the Postal Service. It is the people's business, and the people's representatives should take care of it. If you had any man in your employ, and he came to you and demonstrated that he could save time and labor on a certain proposition, you would at least give him the benefit of an experiment. Not so in the postal department. I have in mind two appliances that would save hundreds of thousands of dollars for the Postal Service, a source of revenue whereby the deficiency could be eliminated. For instance, the facing-slip proposition. Every modern publication house has a system whereby they eliminate unnecessary hauling and carrying. The facing-slip proposition is printed, to my knowledge, in Whitehaven, Pa., at 4½ cents per 1,000, f. o. b. Whitehaven. By the time it reaches the post office it costs the Government 16 cents for that thousand. Why, by means of certain appliances that men have devoted time and study to those expenses could be saved, but they are simply ignored by some desk man in Washington who gets hold of the communication, and the Postmaster General gets the discredit of not even knowing anything about it.

The Postmaster General is a public servant, just the same as the postal clerk running a canceling machine. The organization of the post office is necessary for the commercial prosperity of America; and if we want to achieve the goal which all of our manufacturers are speaking to get ahead of the other nations for endeavoring to get the trade of the world you must take care of the medium between the producer and the consumer; and if you drive away from the Postal Service men who are willing to devote their lives to their profession, then you cripple the service; but in gratitude to those men you should give them an honest, square deal.

We don't ask for any inflated prices; we don't ask for anything that is not our just deserts. We are simply asking for the same thing that every American asks for—a right to live in the sunshine, a right to raise our children as men and women of the coming America—the same kind of principle that has made Washington stand out before us, gentlemen; and I ask you in all fairness—the argument is the same all over the United States—to give these men a square deal.

The CHAIRMAN. Your time has expired, Mr. Weinstock.

The next speaker is Mr. Gardner, of Hagerstown.

STATEMENT OF MR. W. L. GARDNER, OF HAGERSTOWN, MD.

Mr. GARDNER. Mr. Chairman and gentlemen of the commission, I have come here at your invitation to talk this matter over. I came

into the service 13 years ago. The salary at that time was \$600 to \$1,200. We did not hear any grumbling or crying about the salaries at that time. We all lived within it and were satisfied and gave good, efficient service; but as the years went by and the Great War came on prices began to tighten up, and in 1915 we became dissatisfied. We knew then that we were paying more for the commodities of life than we were able to pay under the present salary. It went on and we entered the war, and prices began to jump so rapidly that we could not keep pace at all, but we still stuck to our posts. We were loyal. We knew that we had millions of our boys over the seas; we knew that it would not do for us not to stand by our posts when we had the flower of the land over beyond the seas fighting our battles. So it was our duty to stand by our posts, and if we had not done so we would not be worthy to be called Americans.

Now, there is something wrong about this thing. I have heard them talk about the examinations. You can do away with the examinations entirely and you will not be able to get into the service the alert, wide-awake young men that it is necessary to induce to enter the service in order to keep up the efficiency in the future. The efficiency of the offices is rapidly going down, and it is going to continue on the downward march just so long as there is nothing done to relieve this situation. You must do something.

Mr. MOON. What brings about that inefficiency?

Mr. GARDNER. The clerks—the kind of material that is induced to enter the post-office service.

Mr. MOON. The clerks do just the same work that they always did, don't they—just as good work?

Mr. GARDNER. The clerks that are left. Whenever a clerk resigns, an efficient clerk, we get some other material in and that increases the duty and the work of the clerks who are left and who are efficient.

Mr. MOON. You mean that the new clerks that have come in are not as efficient as the old ones, and therefore it puts the burden on the old clerks?

Mr. GARDNER. Yes; certainly.

Mr. MOON. Then ought there to be some difference in the pay of the old clerks and the new ones that come in?

Mr. GARDNER. As the clerk goes up his salary should increase. After a time spent in the service he is worth more money. It takes at least five years to become an efficient post-office clerk. Whenever you get too many new men in the post office, I don't care what post office it is, you reduce the efficiency.

Mr. MOON. You approve the idea, then, of putting in new men at the lowest figure and letting them come up?

Mr. GARDNER. Absolutely. That is the right principle. When a new man comes in he retards the work of the office, he don't know what to do, and it is necessary for some one to show him what to do. I am from one of the smaller offices, and there are a great many more of these than of the large offices, and I believe we have had 25 new men to come in the office since the first of the year, of which 75 per cent resigned on account of working conditions and insufficient pay, and some of these men did not know a Southern State from a Northern State. I have seen them work at the mailing cases a few days

after coming in the office, and of course could know nothing worth while about what they were doing, and yet it seemed necessary at periods of the day to do this work, of working the letters in the case and trying it out, being unfamiliar with this science of dispatching the mail; naturally they would have mail going north instead of south, and southern mail north and vice versa, and of course the loss would be in cases as much as two days, just dependent on the dispatch.

The CHAIRMAN. The idea is that they have got to get the mail out?

Mr. GARDNER. Yes, sir.

The CHAIRMAN. And if they don't get it out right they get it out wrong?

Mr. GARDNER. They send it out wrong.

The CHAIRMAN. If it goes in the wrong direction they depend on somebody else to catch it up and correct it?

Mr. GARDNER. They don't know what they are doing; they are inefficient. We get mail at our office that should not come near us, and I am satisfied that there is mail that goes out of our office to the postal clerks in the other offices that is not intended for them at all.

Now, there isn't any use of my talking about what the salary should be. You gentlemen know what the cost of living is. There isn't any use for me to tell you how much it takes me to live up at Hagerstown. Living is about as dear up there as it is at other places, as you people know. I think it would be a reflection on your intelligence for me to stand here and tell you what it costs me to live, because I know that you are paying those costs, and you know it. We must have a salary that will attract to the service alert, wide-awake men.

Mr. MOON. What is your idea about initial salary?

Mr. GARDNER. I think, sir, that the initial salary would be fair at \$1,800. That is about what labor gets. That is the ordinary labor.

Mr. MOON. And then gradually increase it as the man gets experience.

Mr. GARDNER. As time goes on, let a man see a bright future ahead of him. Let him look forward into the distance and see something that he will be able to reach, not the same old grind, but as the years go by he ought to look to his condition being bettered.

Mr. MOON. How long ought he to stay in the service before he reaches \$2,500, in your judgment, if he works well and is a good man?

Mr. GARDNER. If we get the right kind of a man, in five years' time he ought to be an efficient clerk. If he is not an efficient clerk in five years' time, he will never be efficient. He doesn't have the energy to become an efficient clerk, and a man who doesn't have energy will never get anywhere. He will stand at the same old spot and see the boys run by him.

We have stood by our posts; we never faltered. Do you know why we are not getting more money to-day? Do you gentlemen know why we are not getting more salary to-day—the postal employees? Do you know why we are not? I will tell you why, to my mind, it is. There have been so many strikes, one after another; they have struck here and they have struck there, and they have struck everywhere, and the money came to them so easily. If they thought in

their dreams that they ought to have \$10 a day, they would get up the next morning and go to the bosses and say, "We will have to have \$10 a day," and in a few weeks' time a strike would come on and they would be granted the increase. You never heard any noise about us striking. We can't strike. You didn't hear any grumbling. We stood by our posts, and we intend to stand by them. We intend to stand by and give as efficient service as it is possible for post-office clerks to give, and the kind of material that comes in we are not responsible for; but the old clerks will stand and give the service that the Government is entitled to and the people demand; and the only reason that we are not getting any more salary at the present time—there has been too much of this strike business and all of your time has been taken up with that and the post-office employees have been overlooked.

I think that we have stood loyally to our posts, and we intend to stand at the same place, and we think that it is up to you gentlemen, in all fairness to us Americans, that you give us a good, substantial raise. We don't want any inflated salaries; we only want what is due us. If we should quit and cripple the service more than it is now, we would not be entitled to be called Americans. We love the dear old flag too well to cripple the service that we are in, the service that keeps the wheels of this country humming, and those wheels are so badly needed at the present time.

Now, gentlemen, in conclusion, I am going to ask you just to remember and think about the loyalty of the post-office clerks, and I am sure that we will get just as fair a deal as any other class of people in America. We are entitled to it; we should have it; and I am sure that we are going to get it. I thank you very much.

The CHAIRMAN. We are very much obliged to you. This is the last speaker for the clerks, except Mr. Emmerling, who wants four minutes. Now, gentlemen, we would be very glad to give you gentlemen more time than this, since you have come here and put yourself to this inconvenience, but the conditions are absolutely such that we can not do it. You gentlemen agreed upon this disposition of time, and you must not feel that you have been harshly treated if you are called when your time is up. The post-office bill on the increase in salaries is coming up right after 12 o'clock, and of course the Senate has to be there. You may proceed now. I just wanted to make that statement.

STATEMENT OF MR. EDWARD C. EMMERLING, PITTSBURGH, PA.

Mr. EMMERLING. Mr. Chairman and gentlemen of the committee, I represent the clerks of the city of Pittsburgh, the workshop of the world. It is not necessary for me to consume any of your valuable time to impress upon you the conditions outside of the service in Pittsburgh or dwell upon our wonderful prosperity, but the effect of these conditions and this prosperity upon the Postal Service is another question, and in my mind it is a very vital question. We are situated in the heart of the coal, iron, steel, and glass industries—industries that are paying unskilled, semiskilled day labor more money than the Post Office Department is paying to its efficient clerks, with the result that many of our most experienced clerks have

left the service and sought employment in these industrial and commercial fields.

During the year 1912 there were 60 resignations from all classes in the Pittsburgh post office. In 1916 there were 130, in 1917 there were 616, and in 1918 there were 1,040. For the first seven months of 1919 there were 997 resignations from all classes.

Mr. STEENERSON. What is the total personnel in the city post office?

Mr. EMMERLING. About 1,400 men. Fifty per cent of these resignations are in the clerical force, about 25 per cent in the motor vehicle, 25 per cent in the remaining classes.

Since the 1st of July, 1918, 125 men with five years or more experience have left the service.

Mr. ROUSE. How many of those 25 per cent of the motor vehicle men returned to the service?

Mr. EMMERLING. I could not answer that, but I don't think there were very many.

Now there were 125 men resigned from the service with five years or more experience in a period of 18 months, and at the present time we are depending on a constantly changing force of temporary substitute clerks, men who never took the examination; never intended to take it. Their average length of service is about six weeks. We have no substitute roster in our office for the past, I judge, about the past three years. This condition has placed an ever-increasing burden upon the shoulders of the faithful workers in the service. It is these loyal, these remaining employees, who petition you for an increase in salary. In the past Congress has always shown an inclination to increase the minimum grades, with a view of making the service more attractive, but it is just as essential, in my mind, to keep a man in the service as it is to get him in. We have asked your honorable body for a reclassification of salaries in the automatic grades of from \$1,500 to \$2,300, with an additional \$100 per year in the special clerk grades. This only seems like a large increase because of the fact that we have had no permanent increases since 1907, and it is just, when you consider that a postal employee must memorize from 4,000 to 6,000 facts and be thoroughly familiar with the time tables and schedules in his district.

Night duty consumes about 75 per cent of his working hours, and when the mail exceeds the capacity of the working force, he is called upon to perform overtime duty, and over 50 per cent of this overtime duty is performed after midnight.

We have asked for this reclassification because, as you are aware from the vast volume of statistics at your disposal, we are unable to care for our families as we would like to care for them, because, on account of this extremely high cost of living, many of us have been compelled to take our children out of school and put them to work. In many cases the wife and mother of the family has had to seek employment in order to maintain the home up to necessary standards of living.

But we also ask for this increase in order that the service may recuperate its strength, in order that new men may be induced to come into the service and remain in the service and take an active interest in the service; and that the present more experienced employees can remain in the service and not be forced to leave it against

their will. All of these men that are resigning from the service are resigning against their will. It is necessity that makes them resign.

So, on behalf of the clerks of this district, I want to extend to this commission our heartfelt thanks and appreciation for the noble thought that prompted you to ask for an expression on their living and working conditions. The postal employees of the country are pinning their faith to your decision of this, our bread-and-butter question, with the confidence that you will recommend for us reclassifications which we ask and which we need.

Mr. ROUSE. I would like to ask you a question or two. How many resignations do you say have been received by the postmaster at Pittsburgh during the fiscal year?

Mr. EMMERLING. The present fiscal year?

Mr. ROUSE. Yes; the last fiscal year.

Mr. EMMERLING. For the last fiscal year, 1,040.

Mr. ROUSE. That is the year ending June 30, 1919?

Mr. EMMERLING. No; I think these statistics as we have them are from January 1 until January 1, because the last statistics that I have are for the first seven months of the year, and that was 997.

Mr. ROUSE. The first seven months, ending July 31 of this year?

Mr. EMMERLING. Yes, sir.

Mr. ROUSE. Now, let me read here. Your postmaster states in an answer to the question:

How many resignations have occurred in a year in your force during the fiscal year ending June 30, 1919? State in what salary grades resignations have occurred and indicate the information applying to clerks and carriers separately.

He states:

Two hundred and sixty-five clerks and carriers resigned, as follows: Grade \$1,000, 137 clerks and 54 carriers; grade \$1,100, 4 clerks and 3 carriers; grade \$1,200, no clerks and 26 carriers; grade \$1,300, 4 clerks and 4 carriers; grade \$1,400, 23 clerks; grade \$1,500, 6 clerks; grade \$1,600, 3 clerks; grade \$1,700, 1 clerk; total, 178 clerks and 87 carriers.

Mr. EMMERLING. Yes, sir.

Mr. ROUSE. That was during the fiscal year ending June 30, 1919. Now how many did you say resigned in the seven months of this year?

Mr. EMMERLING. For the first seven months there were 997, but this includes all classes of the service.

Mr. ROUSE. It includes substitutes?

Mr. EMMERLING. It includes substitutes, temporary substitutes, etc.

Mr. ROUSE. And chauffeurs?

Mr. EMMERLING. Yes, sir.

Mr. ROUSE. And you say about 25 per cent of that was in the motor-vehicle service?

Mr. EMMERLING. Twenty-five per cent—in my brief that I have submitted this is covered in detail, all of the classes, the number of resignations itemized in each class.

(Mr. Emmerling submitted the following paper:)

STATEMENT FILED BY E. C. EMMERLING, PITTSBURGH, PA.

The wonderful prosperity of the United States coupled with the heavy demand from foreign markets for American farm and manufacturing products has caused a scarcity of those products for the home trade.

The increased cost of labor and production has served to further increase the price of these commodities, and during the past four years organized labor has

demanded and received substantial bonuses and increases in wages ; and, in many instances, duly appointed officers of the United States Government have intervened when a question of adjusting labor disputes or salaries has arisen, and invariably have conceded to the request of the laboring classes ; but as yet there has been no permanent action taken regarding the postal employee in the readjusting of his salary to meet the high cost of living.

The Pittsburgh post office has had no eligible male service list for the past three years, there being at present 124 vacancies. During this period there has been over 2,700 resignations and removals among regular and temporary employees. These vacancies are filled by a constantly changing temporary force. Since January 1, 1918, a period of 20 months, 125 clerks with five years or more experience have resigned from the Pittsburgh post office. Those positions are practically vacant to-day.

At least three years of study and experience is required to qualify a clerk for distribution. The force of distributors in Pittsburgh is actually less than necessary for efficient service.

The great difference existing between postal salaries and those obtainable in industrial and commercial lines is due to lack of reclassification in the past years and of fallure to keep pace with the large expansion of the mail service, and there is no doubt that the Postal Service will be more handicapped by resignations in the near future if prompt action is not taken.

Following are some figures showing the number of changes that have taken place in the Pittsburgh post office the last few years :

Separations in 1912, 1916, 1917, and 1918, were as follows :

	1912	1916	1917	1918
Clerks, laborers, etc.....	28	48	142	171
Carriers and collectors.....	32	37	66	64
Temporary substitute clerks.....			170	308
Temporary substitute carriers.....			54	170
Temporary substitute laborers.....		5	17	67
Motor vehicle service, established Nov. 1, 1919.....		40	167	280
Total.....	60	130	616	1,040

Separations in the first seven months of 1919 were as follows :

January.	February.	March.	April.	May.	June.	July.	Total, all classes.
398	100	101	78	110	85	125	997

The number of resignations for the first seven months of 1919 (after the armistice was signed) nearly equals the entire number of resignations during the entire year of 1918, while the war was going on.

This extremely large number of changes in the Postal Service is due entirely to the high scale of wages offered by the outside corporations and industries, as shown on the following table :

Craft.	Hourly.	Per 8-hour day.	Per year, 300 working days
Bricklayers.....	\$1.12½	\$9.00	\$2,700.00
Carpenters.....	.90	7.20	2,160.00
Cement finishers.....	.80	6.40	1,920.00
Hoisting engineers.....	.90	7.20	2,160.00
Painters.....	.87½	7.00	2,100.00
Leathers.....	.93½	7.50	2,250.00
Slate and tile roofers.....	.90	7.20	2,160.00
Composition roofers.....	.75	6.00	1,800.00
Sheet-metal worker.....	.90	7.20	2,160.00
Steam fitters.....	.97½	7.80	2,340.00
Mail carriers.....	0.70-.85	6.40	1,920.00
Building laborers, unskilled.....	.50	4.00	1,200.00
Building laborers, semiskilled.....	.70	5.60	1,680.00

Some of the average daily wages in Pittsburgh steel mills.

Sheet rollers -----	\$28.16	Blooming-mill heaters -----	\$17.92
Sheet heaters -----	21.12	Skelp-mill heaters -----	18.18
Roughers -----	11.92	Skelp-mill rollers -----	21.72
Catchers -----	11.92	Lap welders -----	16.08
Steel pourers -----	12.84	Blowers -----	13.76
Vessel men -----	14.65	Bottom makers -----	12.91
Engineers, manipulators, etc. --	12.63	Regulators -----	13.52

A few men in the larger steel plants earn wages running as high as \$65 to \$70 a day. These are the highest type of skilled men.

The civil service examination boards have utterly failed in their attempt to maintain a substitute roster. The Pittsburgh post office, at present, is depending entirely upon temporary substitute clerks to perform all of the primary work in the office.

This class of men consist mostly of students working an average of six hours a day, after school hours, elderly men, and cast-offs from other fields of endeavor. It is impossible to build up a permanent and efficient working force from this material and only by a higher reclassification of salaries can the service be placed on the high plane of efficiency where it belongs.

The post-office clerks of the country have asked for a reclassification in the automatic grades of \$1,500 to \$2,300 per annum, and \$200 per year additional in the special clerk grades.

There has been no reclassification since 1907, and since that time many new features have been added to the service, namely: Parcel post; C. O. D.; insurance on parcels; extension of R. F. D.; postal savings; motor-vehicle service and central accounting offices. These additions have added to the duties of the post-office clerks, and these tasks, coupled with the ordinary dispatch and distribution of mail, require men of good caliber, and only by granting a substantial increase in salaries can the Post Office Department hope to obtain men of the desired caliber and keep within the Postal Service the experienced men who are gradually becoming fewer.

It is particularly the men in the maximum grades whose services are so valuable and whose salaries have been at a standstill the past 10 years. These men have great financial responsibility upon their shoulders in addition to the thousands of facts that are necessary to learn in the Postal Service.

In conclusion, we wish to state that we have presented only a few facts in a general way, of the conditions as they actually exist, with the full confidence that you will remedy our living and working conditions by recommending the reclassification which we ask and which we believe is fair and just, to which end we pledge to you a continuation of our whole-hearted support and loyal cooperation for the "efficiency of the Postal Service."

Briefs were submitted by E. M. Henke, Pittsburg, Pa.; John T. Hand, et al, Williamsport, Pa.; W. S. Keesling, Bristol, Va.; John E. Allen, Braddock, Pa.; Fred H. Reichard, Allentown, Pa.; and H. C. Haas, Allentown, Pa., as follows:

BRIEF SUBMITTED BY E. M. HENKE FOR THE CLERKS OF THE PITTSBURGH, PA. POST OFFICE.

We do not feel that we can add much to the information you have already gathered except to assure you that the low wages paid postal employees have crippled the service in Pittsburgh just as much as in any city in the country.

The Pittsburgh post office, particularly the city division, operating at present with as small a personnel as has prevailed during the past three years due to resignations of veteran employees and to the fact that few, if any, of the young men of this district, owing to the high-wage standards that prevail here, regard employment in the post office as a worth-while proposition. This is natural when even common labor is paid \$4.50 a day.

At the hearings before the Senate committee investigating the steel strike it developed that the United States Steel Corporation operating in this district had increased wages 110 per cent over the prewar status, and that common labor received over \$4.50 per day, yet these men are dissatisfied.

Wages have increased in order to meet the high cost of living, and outside employment has almost solved the difficulty by receiving increases in proportion; yet, when the postal employees' case is considered with their mere 25 per cent increase and general salary of \$125 a month, the reason is apparent for the feeling of disgust with postal employment which now pervades the service.

There is not a trade represented at the Central Trades Union in Pittsburgh whose wage scale is not higher than the post-office clerks. And the union scales are set to stay set; at present as far as going backward or reducing is concerned, yet, 10 years ago the postal clerks' general salary was \$25 a week, when all union scales were around \$18 and \$20 a week, and we think a vigorous effort should be made to place our salaries in the same comparative positions as existed at that time, because of the many disadvantages of our work, the scheme study, night work, Sunday work, etc., entitles us to some such consideration.

At the present time the Pittsburgh post office is embarrassed for help, and the situation would be far more serious were it not for the clerks who work Sundays, about 50 in all, taking pay instead of compensatory time during the following week. This condition of working seven days a week was brought about by frequent appeals from the postmaster and the immediate and positive necessity of the clerks increasing their income to buy the common necessities of life.

There is no reserve force in the local post office, very few new regular clerks are learning the distribution, and as the post office is assured of a certain loss of help each year, through resignations, deaths, etc., the prospect of any future improvement in the service is far from promising.

In fixing a permanent salary for clerks at this time the question of the possibility of a future reduction in the cost of living is all important. Whether the high prices or whether the various efforts to reduce them will meet with any success is a question few would care to decide. But one thing is certain; they will never reach the low prewar levels and it is doubtful if they ever get as low as 50 per cent above those levels, and with this in mind this organization, in special meeting assembled, takes the liberty of suggesting that a minimum of \$2,000 per year be paid to a clerk of five or more years of service.

BRIEF PREPARED BY JOHN T. HAND, SAMUEL D. BAILEY, AND G. LEE LUNGER ON BEHALF OF THE CLERKS OF THE WILLIAMSPORT, PA., POST OFFICE.

We beg to submit herewith a statement of facts for your consideration in connection with the reclassification and readjustment of salaries for post-office clerks, and to cite a few of the reasons why we feel that something should be done for them at this time.

In the first place we would respectfully call your attention to the requirements necessary to become a post-office clerk. They are compelled to pass a severe mental and physical examination and must make a high per cent in order to have their names placed on the eligible list; then the appointment is made from the three highest men. Men in the prime of life only are accepted, and they must be men of high moral character.

The responsibilities and duties of post-office clerks are as follows: They are compelled to memorize some 7,000 offices, the railroad routes on which these offices are located, and the quickest and best service to reach them; and they must keep up with the changes in these offices and railroad schedules. They must put up an examination every few months and must make 95 per cent in order to retain their rating or receive a promotion.

They must familiarize themselves with the Postal Laws and Regulations; must have a technical knowledge of the registry, money-order, postal-savings, and war-savings systems, and the rating of ordinary, insured and C. O. D. parcel post. They have great financial responsibility, handling thousands of dollars daily, and if there is a shortage, they must make up the deficiency.

A large percentage of the work in post offices is done at night and it is a well-known fact, based on reports of physicians, that night work is detrimental to the health.

In our own office, we have had no addition to the clerical force in the last several years and the volume of business transacted has increased enormously, so that the clerks are under a constant strain from the time they begin their tour until they end, in order to get the work out.

There has been an increase of 140 per cent in the cost of living in the past six years. The salaries of post-office clerks have been advanced but 25 per cent, and that of a temporary nature, since 1907.

It costs a family of four \$2,265 to exist for a year. Our salary at present is \$1,500; the question arises, How did the great number of post-office clerks with families, and many of them with more than two children, manage to exist during the past year? There is but one answer; they were compelled to seek some employment outside of office hours to augment their salaries. A man can not be as efficient as he should be when compelled to labor four or five hours outside in order to make ends meet, and we believe it is the desire of every true postal employee to render the public as efficient service as possible.

The claim has been made that post-office clerks are not skilled workers and therefore are not entitled to wages for skilled workers. If an expert distributor, having to keep in mind some 8,000 to 10,000 facts, one who can stand up to a distributing case and throw 50 to 60 pieces of mail per minute, or a man who has learned the money-order, registry, or any of the other various phases of the work of a clerk, and who has worked at same for 10, 15, 20, or 25 years, if such can not be called a skilled worker, then there is no such thing. A superintendent in the Chicago post office said, regarding the efficiency of the average post-office clerk, that while he makes only one error in every 34,025 pieces of mail handled, the general public makes one in every 177.

While it is true that the public has enjoyed an efficient Postal Service in the past, due to the large number of efficient employees in the service, yet it must be admitted that under present conditions the service is not what it should be. The reasons are evident. The employees are underpaid, underfed, and dissatisfied. Their health is being undermined by reason of the fact that they are compelled to work hours outside their regular work to try and maintain their families decently and not go in debt. They have denied themselves and their families many of the necessities of life, such as proper nourishing food, necessary clothing to enable them to appear respectable and in keeping with their position as a Government employee, the necessary medical and dental attention to insure good health, books and magazines, especially of an educational nature, and many other things. Their wives have been compelled to work beyond their strength, preventing them from establishing attractive homes, which are necessary to rear moral and intelligent families. They have been unable to make any replacements in the home during the last five years, and now face the situation of being compelled to borrow money for same unless the Government will grant just compensation. Your honorable commission will agree that an employee working under such conditions can not render as efficient service as he could if he received a salary commensurate with his ability and that would provide a respectable living for himself and family.

Another cause of the present inefficiency in the Postal Service is the large number of better men leaving the service for more remunerative positions and the placing of men in the various positions in the post office without an examination. It is a well-known fact that in some cities they have taken men off the streets and placed them in the post office, where they stay but a short time, and their place is filled by another. Were it not for the fact that some of the older men remain in the service, buoyed up by the hope that something will be done for them, that a progressive and just Government such as ours will eventually recognize the fairness of our appeal, the Postal Service would break down completely. The only way to build up the service is to make the salary commensurate to retain the good men that are in the service, to attract the best men of the community, and make the requirements such that only efficient men will be chosen.

At the recent national convention of Post Office Clerks, held in Atlantic City, N. J., September 1 to 4, a resolution was adopted asking for a reclassification of salaries for post-office clerks, as follows: An entrance salary of \$1,500, with automatic promotion of \$200 per annum up to and including \$2,300; with two additional grades of \$2,400 and \$2,500 for special clerks.

We believe that the position of substitute clerk should be abolished and the minimum salary for post-office clerks be paid when inducted into service.

We also believe that all positions in the classified service should be filled by competitive examination and promotion from the ranks, giving every employee an incentive to be efficient and progressive.

We believe that as much night work in the post office as possible should be eliminated and that 45 minutes of night work should be counted as 1 hour.

We earnestly hope that, in justice to the men who have given the best years of their lives to the Postal Service, some form of retirement with fair pay will be enacted. Our Government is far behind other Governments in this respect, and nearly all the large corporations have made provision for their aged employees. This feature would make for a more contented and efficient employee, as he would not need to fear poverty in his old age.

The above facts are presented for your earnest consideration, and we trust that your honorable commission will recommend legislation looking toward the betterment of our condition.

We get to invite your attention to Exhibits "A" and "B" herewith attached.

[Exhibit A.]

Gross postal receipts, Williamsport, Pa.

Fiscal year :		Fiscal year :	
1900	\$62,087. 25	1915	176,125. 40
1910	156,082. 01	1916	197,896. 99
1911	153,310. 74	1917	205,136. 04
1912	161,404. 80	1918	238,490. 63
1913	167,510. 12	1919	242,168. 80
1914	173,369. 15		

Roster of clerks, Williamsport, Pa., post office.

Name.	Salary.	Bonus.	Total.	Per cent increase, 5 years.	Years in service.
Baley, S. D.....	\$1,300	\$200	\$1,500	0.08	15
Bower, Daniel H.....	1,000	200	1,200		1
Denius, Garfield.....	1,300	200	1,500	.08	17
Dunlap, Maynard.....	1,200	200	1,400	.50	5
Edwards, Halsey S.....	1,300	200	1,500	.08	8
Fleming, Walter D.....	1,300	200	1,500	.08	19
Hand, John T.....	1,300	200	1,500	.08	17
Harris, Thos. W.....	1,300	200	1,500	.08	12
Jones, Harold B.....	1,000	200	1,200		1
Linger, George L.....	1,300	200	1,500	.08	11
Lyon, W. T.....	1,000	200	1,200		35
Nerhart, Chas. S.....	1,300	200	1,500	.08	14
Page, Chas. S.....	1,300	200	1,500	.08	14
Pepperman, Henry R.....	1,300	200	1,500	.08	12
Poyer, Jos. T.....	1,300	200	1,500	.08	14
Saris, Warren A.....	1,300	200	1,500	.08	14
Smith, Arthur E.....	1,200	200	1,400	.50	5
Stryker, Maurice K.....	1,300	200	1,500	.08	14
Tan, Lillian F.....	1,300	200	1,500	.08	14
Wellmann, Albert B.....	1,200	200	1,400	.50	5

[Exhibit B.]

Receipt and dispatch of mails, Williamsport, Pa.

Year.	City division.		Mailing division.		Transit mails. (reworked).	
	Letter packages received.	Sacks received.	Letter packages dispatched.	Sacks dispatched.	Letter pack.	Sacks.
1909.....	198,304	10,407	298,416	96,714	18,714	7,642
1910.....	209,116	10,928	312,296	101,302	19,602	8,214
1911.....	214,397	12,764	334,319	109,161	19,914	9,106
1912.....	239,264	15,306	309,217	118,301	20,156	9,952
1913.....	263,417	19,078	315,424	126,402	20,306	9,003
1914.....	274,433	28,860	397,562	131,304	20,503	9,566
1915.....	291,406	31,241	412,852	139,201	21,114	10,061
1916.....	300,828	42,036	474,311	147,604	22,613	11,794
1917.....	319,916	48,394	506,044	166,524	21,947	10,317
1918.....	342,312	52,642	529,392	172,104	23,214	14,409
1919.....	391,116	61,712	564,161	189,316	24,969	16,103

Registry business.

Year.	Number of pieces accepted for reg- istration.	Number of pieces accepted for insurance.	Number of C. O. D. accepted.	Number of registered pieces delivered
1915.....	14,233	7,899	1,157	21,572
1916.....	14,865	11,212	1,785	22,833
1917.....	17,295	18,011	3,006	23,870
1918.....	19,480	30,969	3,525	27,012
1919.....	25,969	44,609	5,687	31,828

STATEMENT FILED BY MR. W. S. KEESLING, OF BRISTOL, VA., FOR THE CLERKS
IN THAT OFFICE.

In compliance with your request that our representative, Mr. W. S. Keesling, leave with the above commission such data and information as we may have that will help them to determine what each class of employees should be paid, this statement is presented by the clerks employed at the Bristol, Va., post office, showing cause and reason why these clerks should receive more pay.

First. Our work is so technical and must be so accurately done that we must be up to the minute on every change, and there are many every day. At this office we must know the correct dispatch of all mail leaving the city going into one-third of four different States and be examined on same. On all mail coming into our city we must know to which one of the five city carriers, three rural carriers, boxes, or general delivery it should be given, and, although the address on it may not be right, this must be known and the mail sent to the proper address. In dispatching mail we have to watch four things that are important: First, that the stamp is canceled; second, that if too heavy the postage must be rated up; third, that we know how that particular office is to be dispatched; and, fourth, to know where that box is located in the case.

Second. We are required to work 8 hours daily for six days in every week, except for two weeks' vacation, while many railway mail clerks who work the same mail that we do, except they do it in a mail car, work only about 10 to 12 hours for six days; then they are off for six days. In other words, the post office clerks work 48 hours each week at 60 cents an hour on the very same mail that the railway mail clerks in cars are working 30 hours to 40 hours a week for \$1.05 an hour. On many class C runs the railway postal clerks receive \$1,900 a year, plus \$150 for expense money for a year, having worked 1,500 hours (50 weeks of 30 hours each), while the clerks in the post office receive only \$1,500 for working 2,400 hours (50 weeks of 48 hours), which is 900 hours more for \$400 less money. Is that right? No. Our work requires us to be constantly in study on our distribution here in the city, as well the study on the four surrounding States, and the clerks on the road do not study more than we do in the office. If this is investigated the clerks in the office will be given more pay.

Third. Our work is very important and the standard of salary should be kept high in order that the Post Office Department may be able to keep the efficient men in the office service, as a new man in this branch can not give good service, and the service will suffer until this new man has served at least three or four years.

Fourth. The salary should be high to attract the best men to this service and cause them to stay.

We do not make this comparison of salary with our brother worker in the mail car to have his salary made smaller, but to show you that we clerks are due more pay for our work.

If a post-office clerk wishes to transfer from this service at \$1,500 he must enter the railway mail service at \$1,100, a loss of \$400.

Fifth. In order for you gentlemen to arrive at some definite sum to pay the post-office clerk you must know what amount it requires for us to live on only moderately, for that is all we ask; then give us something for our work, and it ought to be enough that we may save 15 per cent, which in our case would be only \$225.

Sixth. It is impossible in our city to get capable men to take civil-service examinations for the Postal Service on account of the salaries now paid.

We wish to impress upon the commission the reasons why we need more pay, and also why so few applicants come to the post office for employment. Firms and corporations offer the average man more pay to start with than the Post Office Department, and there is usually a chance for the man to be promoted in title as well as salary, and very often he gets a chance to buy stock in the company, or he may be able to organize a company in competition; while if he goes into the post office as clerk he will in 5 years know about all there is to know about the work, then he must keep up on every change, and at the end of the 5 years he is still a clerk and is getting the highest pay that he will ever get if he stays in the service 50 years, and he can not buy any stock in the firm nor can he organize a company of his own.

When there is a place vacant in the post office, and the only one worth while, such as that of postmaster, it isn't given to the faithful and efficient clerk who has worked for years in that office; in fact, grown up with it, but it is given a man who has no idea whatever of the work that is done in an office, and it is usually 4 years before he catches on to the work, and, of course, he gets his information from the men who do the work in the office.

This is an injustice to the men who know the work. Big business doesn't do things that way. The superintendents and managers of our railroads are men who have worked up through the several departments and who know every detail in railroading. Why not have the post office run the same way.

The post office doesn't attract the young man just out of school enough to cause him to take the examination, as the salary is not large enough when he enters it when he has learned the trade of post-office clerk, and he does not take the examination, but instead he enters a business college and prepares for a position that has both salary and a future to it. These schools secure the place for him when he finishes his course.

Recently we had a young man who entered one of these schools, later taking the clerk-carrier examination, was appointed a substitute carrier, and got about \$30 a month for his work for six months. He was bright, but made a very poor carrier, as he had no interest in the mail service. Later he was offered clerical work in a coal-mining section at \$125 a month to begin with, and he took it. You will note that he got the same pay that we now get as clerks, after years of work.

What incentive is there for men to enter the Post Office Service, what attraction does it offer? Once upon a time a Government position was the thing, and that was when we had hard times and money was scarce, but now the jobs on the outside seem to be the better.

We men who have devoted 10 or 20 years to the service and like the work but do not feel like they want to leave it now to enter new work, if the men "higher up" will make our salaries measure up to the work done like those in the business world. It seems very strange that the Post Office Department doesn't appreciate a man's work any more than it does; in fact, it would seem like they should want to keep the men once they know the work rather than teaching a new one, who may be just a drifter here and there.

Why not make our pay what it should be. High prices will prevail for years to come, as there will be many reasons why things will sell still higher. One is that the country people are moving to town to become consumers instead of producers, and our pay should be kept high. If we get \$2,400 now we could live almost as well as we did in 1912 and 1913 on \$1,200 per year.

Allow us to suggest the entrance grade be made \$1,500 per year, grade 2 be \$1,700, grade 3 be \$1,900, grade 4, be \$2,100, grade 5 be \$2,300, and grade 6 be \$2,500.

In five years a man will know the work, and he will receive \$2,500 then for his labor and knowledge, then he will render good service, be interested in his work, and it will not take so many men to do the same amount of work.

You want satisfied men and it takes two things at least to satisfy them and they are sufficient pay to live in comfort, and good working conditions, then he will do the work.

This country has never had a strike in the mail service, and it doesn't know how it would feel without this service, neither does it appreciate properly the mail service as it should. If a city should have no mail service for a week there would be more confusion and trouble than we can imagine, but this can not happen.

The men have no thought of striking and they would not if they could, but they believe they should be paid as much as other well-trained men.

We hope this is not too long, but it had to be to explain it as should be.

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PETITION FILED BY MR. W. S. KEESLING ON BEHALF OF EMPLOYEES OF THE
BRISTOL, VA., POST OFFICE.

Whereas for the first time in the history of our country postal employees are granted the privilege of appearing before a commission appointed by Congress to investigate salaries, therefore we, the clerks, carriers, and rural carriers of Bristol, Va., do hereby beg to submit the following facts for your consideration.

First. At the present time our salaries are entirely insufficient for the support of our families, only supplying the actual necessities of life. In order to live on our present salary we are compelled to practice the strictest economy, providing only the plainest food and cheapest clothing. Pleasures of all kinds have to be eliminated.

Second. At our past and present salaries, we have been unable to provide homes of our own and are compelled to rent at prices that are exorbitant.

Third. We are unable to lay aside any surplus for the rainy day, and when age makes us unfit to give good service, or bad health compels us to drop out of the ranks, we are left on the mercies of the world.

Fourth. We are unable to carry sufficient insurance for the protection of our families, and are often compelled to borrow on our insurance policies, should we be fortunate enough to have any life insurance. Often we are compelled to borrow from friends and banks, hoping that the future has better things in store for us. We withstood the additional burdens imposed by the war with a cheerful heart, thinking that after the war was ended prices would become nearly normal. But do we find this the case? Not much. On the other hand prices are going higher and still higher and the end is not yet. Take, for instance, sugar. As if it was not already high enough, we are told that we may expect to have to pay more—that is, if we have any money to buy with.

Fifth. Our salaries are far behind those of persons in civil life who have the same qualifications. The railroad employees are far ahead of the postal employees, as their salaries range much higher. Those having practically no education, and who could not take the simplest civil service examination, who could not read the address on a letter or sign their own name, are paid salaries equal to and in many cases in excess of ours.

Sixth. During the last four or five years, some of us, yea, many of us, have been compelled on account of sickness and death to make doctors' bills and funeral bills that we are unable to pay. Yet, the Post Office Department tells us that we must not contract debts that we are unable to pay. So what can we do?

Seventh. We are not allowed to engage in any other business in the spare time we have when off duty. We are told we must not engage in anything that is in competition with other lines of business, so what can one do that will not bring him in competition with some one in that line of business in which he may engage?

Eighth. We are unable to get the best results from our 15-day vacation allowed by law, fearing to use it for pleasure, had we the money to take a trip as we are harassed by the fear that we might get sick and would need time to tide us through this period, so that we would not be compelled to lose our pay on account of being off. We are badly in need of sick leave, such as clerks in other departments of the Government enjoy.

Ninth. Our carriers and rural carriers are compelled to wear regulation uniforms, regardless of cost. The price of these uniforms have advanced over 100 per cent.

Tenth. Our rural carriers are compelled, on account of the increase in postal rates, to provide better teams and vehicles and these things have increased 50 per cent. The increased cost of feed has been more than 100 per cent. Many of these men are compelled to keep two horses, one not being sufficient for the strenuous work.

Eleventh. The service is unquestionably deteriorating on account of the insufficient pay, as men who possess the education and qualifications necessary to make good postal employees are not attracted to the service. Employment

other walks of life offer better inducements as an employee frequently begins on a salary the equal, or often in excess, of the highest salary paid postal employees. Many of our best postal employees—men who have given years to the service—are leaving to accept positions in civil life, taking with them the knowledge that if they are diligent and do their duty well, they will be rewarded by promotions from time to time and the increased pay that goes with it.

Twelfth. We beg to call your attention to the attached list of commodities and necessities, with their cost in 1913-14 and the cost this year, showing the per cent of increase. Please notice that this shows an average increase of 125 per cent. Our salaries have only been increased 25 per cent. Endeavoring to try to live at this rate is like trying to put a 1½-inch plug in a ¼-inch hole.

Thirteenth. We were unable to buy Liberty bonds that we would like to have bought and that we were urged by the Post Office Department to buy, on account of not having the money to spare. Many of us did try to buy and are still in debt for them.

Fourteenth. We are unable to give to church and charitable purposes as we would like, and as others do, thereby being embarrassed and humiliated.

Fifteenth. Employees in civil life receive time and one-half and double time for overtime and Sunday work, while postal employees receive less pay for overtime and Sunday, per day, than for regular time. That is, an employee receives one-twelfth of his annual salary each month of 25 or 26 days, but in calculating overtime and Sunday work his monthly salary is divided by 30 or 31 days, as the case may be, instead of 25 or 26, the number of working days in the month.

We, the undersigned, respectfully submit the above petition to the commission, through our representative, Mr. W. S. Keesling, and to which we trust you will give your most careful consideration.

Clerks: H. E. Weller, W. S. Keesling, J. L. Hughlett, R. M. Peters, A. B. Elam, A. B. Cooper, and Miss Georgia N. White; carriers: L. M. Sproles, J. E. Thompson, E. A. Combs, George O. Harr, Davis S. Gray, Joe White, S. F. Morton, and O. N. B. Sharrett.

BRIEF SUBMITTED BY JOHN H. ALLEN ON BEHALF OF THE EMPLOYEES OF THE BRADDOCK, PA., POST OFFICE.

We, the employees of the Braddock, Pa., post office, beg to submit the following short brief in support of our claim for increased compensation:

Section 696, Postal Laws and Regulations, requires a standard of neatness in regard to uniforms worn by letter carriers, and rules that the postmaster shall from time to time inspect uniforms. Carriers are required to replace worn-out uniforms with new and to be clean and neat in appearance.

Section 705, Postal Laws and Regulations, demands that clerks and carriers must pay all debts contracted by them.

Section 309, Postal Laws and Regulations, demands that clerks pass a mental test or examination and make an average of 95 per cent in order to be promoted to the next higher grade, or if they have reached the sixth or highest grade, to be retained in the service.

Applicants for positions in the Postal Service must present at least five recommendations from persons not related to them as to their honesty, character, and ability, and male applicants must submit to a physical examination by a licensed physician before being accepted as a regular substitute clerk or carrier.

The United States Postal Service, the largest business enterprise in the world, demands more of its employees, both mentally and physically, than any private business or corporation. It demands a high grade of intelligence and also that a high rate of efficiency be maintained. To maintain highly efficient service, the clerk or carrier must be sound physically and contented in mind. An inefficient clerk or carrier will not be retained in the service.

In many post offices large numbers of experienced men have resigned from the service to accept positions paying better wages. On those remaining in the service falls the burden of "breaking in" new employees. To hold the efficiency of the post office to the required standard, carriers have covered not only their own routes but routes being covered by substitute and auxiliary carriers in order that they might learn that route. Clerks have performed their own particular work and have had to do the work of inexperienced substitutes.

To maintain efficiency records supervisory officers have covered carrier's routes, have made night collections, and have worked on the "floor" of the office. In the general delivery, stamp, money order, and register divisions, have dispatched mails, and distributed incoming mails to the carriers, thereby greatly reducing the efficiency, since their own work had to be neglected in order to help inexperienced substitutes or in case of sickness, to facilitate the delivery and dispatch of mails.

Sixteen out of a force of 31 employees have left the service to accept better paying positions:

Fifty per cent of our present force have worked in other lines of business to increase their earnings, so that they might properly support themselves and their families, and those dependent on them.

Apprentices, starting to learn a trade in the steel mills, are paid \$2.75 per day for the first year. Their wages are increased each year, and at the end of four years they are paid journeyman's wages.

A substitute clerk or carrier works from one to four years as a regular substitute at the rate of 40 cents per hour for actual time worked, and in the event of a vacancy in the "regular" force is placed on probation for six months. After being appointed "regular" clerk or carrier it takes five years to reach the sixth or highest grade, which pays \$100 per month. They have then reached the limit of their earning capacity in the Postal Service, unless a vacancy should occur in the supervisory force of the office in which they are employed.

Salaried clerks in the mills and factories of Braddock and vicinity, while not paid for overtime, are paid for time lost on account of sickness. Postal employees are forbidden to work overtime, except in cases of emergency, but are not paid for time lost on account of sickness.

Skilled laborers in the steel industry are paid from \$11.92 to \$28.16 per day. In the larger mills "boss millers" are paid from \$65 to \$70 per day. The last mentioned are the highest type of skilled labor, and few are either high school or college graduates.

Common laborers, whose work is not hazardous and whose jobs require less intelligence than is required of postal employees, are paid from \$5 to \$7 per day, as compared with a clerk or carrier of the sixth grade, who can earn but \$3.23, with the additional war bonus of \$200 per year.

Employees of the steel industry are paid a "bonus" for each pay in which they have worked full time, and are permitted and encouraged to participate in the sale of steel stock offered from time to time by the corporations by which they are employed.

In view of the high rates paid skilled and unskilled laborers in the mills and factories in Braddock and vicinity we contend that those who have faithfully and efficiently served the Post Office Department of the United States are justly entitled to a considerable increase in salary, in order that they may live at least as well, if not better, than a common day laborer.

**BRIEF FILED BY FRED H. REICHARD FOR THE POSTAL EMPLOYEES OF
ALLENTOWN, PA.**

It is the experience of the postal employees of Allentown, Pa., that their present salaries are inadequate in proportion as the purchasing power of the American dollar has depreciated since 1907, when the last salary classification was enacted.

According to official statistics the cost of necessities and ordinary comforts has increased 82 per cent since 1914; the total increase since 1907 being more than 100 per cent.

The bonus of \$200 granted July 1, 1918, with the additional \$100 granted July 1, 1919, has failed to meet the ever-mounting cost of coal, table necessities, rent, taxes, shoes, and clothing.

The cost of letter carrier uniforms during this period has increased more than 100 per cent, with an additional increase to be added November 1, 1919.

During the war period the postal employees remained patriotic and loyal, patiently looking to Congress for relief, while others by threats, strikes, and other methods have increased their wages from 60 per cent to 100 per cent.

The average increase of the railroad employee's wages has been \$580 per annum, with back pay. The postal employees in no case received back pay, on the contrary, their meager increase has in each case been dated ahead.

Many lines of labor are charged with decreased efficiency, thus retarding production and adding to the cost of the consumer; not so with the postal employees. A 40 per cent increase in the volume of mail in three years finds small increase in the number of employees.

The only just solution of the salary problem demands an increase in proportion to the depreciation of the purchasing power of the American dollar, in order to maintain the American standard of living.

STATEMENT FILED BY H. G. HAAS, ALLENTOWN, PA.

I wish to call your attention to some of the existing conditions in the Postal Service, using myself as an example without any exaggerations.

I am the sole support of my wife and six children; I am a substitute clerk at present, and have been one for going on three years, during which time there has been no appointment to regular clerkship except in case of a regular resigning, although the amount of business has greatly increased, and for at least two years four substitute clerks have been working not less than 8 and as much as 13 hours a day.

My average salary is \$84 per month; my rent at \$16 per month.

I have the family insured and belong to three lodges as a precaution against sickness.

My store bill amounts on an average to \$15 per week, this includes only necessities and even of these we are often compelled to do without.

Then, there is the bread, milk, fuel, and other necessities; also clothing and shoes which my entire family is sadly in need of, but the present high prices forbid me to buy.

Pleasures we dare not think of under existing conditions, and I might here state that my spare time is taken up by cultivating vacant lots raising my own potatoes and vegetables for the winter.

I am also secretary of an organization for which I receive a few extra dollars.

My creditors can not understand why I, working for Uncle Sam, can not pay my bills promptly.

When I took the examination for and was appointed to this position, I really thought it was something better than the ordinary job, but I have since found that my family was better provided for when I was a grocery clerk than at present. These conditions, I am sure, do not only refer to myself but must exist throughout the service.

Do you not think it is time that something was done to relieve the situation?

I hope that you will act favorably for us men lower down, and that you realize the necessity of it.

The CHAIRMAN. We will now hear the railway postal clerks. They have agreed to take 30 minutes. Mr. Link will be heard first for 8 minutes.

RAILWAY MAIL CLERKS.

STATEMENT OF MR. H. N. LINK, WASHINGTON, D. C.

Mr. LINK. Mr. Chairman and gentlemen of the commission, I have been selected by the railway postal clerks of the third division to present their case before the commission, and with your kind indulgence I would like to read my brief [reading]:

Before entering upon the subject assigned for presentation, permit us on behalf of the railway postal clerks of the third division to express appreciation for the commission and for the consideration that has already been given our service. We feel it is a progressive move second to none and will result in much good to the employees and bring about a closer feeling of confidence and regard for Congress.

The subject of this paper is that of salaries of clerks performing service in railway post-office cars.

An applicant for the Railway Mail Service is required to pass a civil-service examination, before which, however, he must stand a rigid physical examina-

tion. This gives the Post Office Department a high class of eligibles from which selections are made for the Railway Mail Service.

Following the certification as a substitute, a well-defined plan of study begins and continues throughout the life of a railway postal clerk. The first five years of study is the most exacting, for the reason the subjects are new and difficult. At least five years is necessary to properly train a clerk, his efficiency and value to the department increasing with each year's service. The scope of study includes the routing of post offices by the most direct route, the distribution of city mail to stations and carriers, postal laws and regulations, etc. After receiving permanent appointment he is assigned to one of the three classes of lines, known as A, B, and C. The classification of a line is determined by its relative importance as to volume of mail handled and distribution performed. Class A line is one on which there is only one clerk in the car; a class B line is one having a clerk in charge, with a helper over a portion of the run, while a class C line is one in which the quantity of mail handled, the number of States distributed, and the general responsibility of the line seems to justify or qualify one for a class C rating. There are, however, no definite determining factors and this has been a source of great dissatisfaction among railway postal clerks because of the fact the class of line determines the amount of salary a clerk receives. The salaries of the different classes of runs follows: Class A, \$1,100 to \$1,500; class B, \$1,100 to \$1,600; class C, \$1,100 to \$1,800. In classes B and C the clerk in charge receives \$200 more than the maximum amounts stated, except in the one-man class B line, where the clerk is rated as a distributor and does not receive the pay of clerk in charge. The above amounts are \$300 in excess of the basic salary, and unless legislation is enacted covering the salaries in the Railway Mail Service before July 1, 1920, each clerk will be automatically reduced \$300 on that date.

Attention is invited to the fact that at least five years is required to reach the maximum grade of a class A run, six years on a class B run, and eight years on a class C line. This advancement is not in a ratio to the clerk's advancement in proficiency for the reason a clerk should, and can by strict application, become qualified to a degree to justify the payment of the maximum salary of a distributor in five years.

Much dissatisfaction exists among railway postal clerks because of the three classes of runs, and it is their opinion that while the total responsibility varies, there is little difference in the individual responsibility. In fact, there are instances where clerks assigned to class A and B runs have a wider range of distribution than clerks assigned to class C runs. On the whole the responsibility varies very little, and as the training for the three classes of runs is practically identical, the best interests of all would be served by abolishing the present grades and establishing a single classification for all lines, and the earnest consideration of the commission is invited to this.

No evidence is necessary to show that the salaries of railway postal clerks have not kept pace with the high cost of living, and if the high standard of efficiency of the past is to be maintained there can be no further delay in a substantial salary increase. The volume of mail is gradually increasing while the personnel of the Railway Mail Service is gradually decreasing. Experienced men are quitting at a steady rate for more lucrative positions, and it is a mere matter of simple calculation to reach the conclusion that unless something is done to stem this loss there will soon be a complete breakdown of the Railway Mail Service.

Railway postal clerks believe the following schedule of pay per annum would be equitable:

Substitutes	\$1,700
Clerks:	
Grade 1	1,900
Grade 2	2,000
Grade 3	2,100
Grade 4	2,300
Grade 5	2,500
Clerks in charge	2,800

In support of this scale the commission's attention is invited to the following facts:

First. The high class of men necessary for the Railway Mail Service.

Second. The exhausting physical labor and mental strain required for the performance of the work.

Third. The high nervous tension needed, which frequently undermines the health.

Fourth. The intricate and thorough character of study required makes the force highly skilled with no other market save the Post Office Department.

Fifth, and finally. The men engaged in this work are entitled to a wage sufficient to care for their families and to provide for their maintenance in case of his death.

These principles are well recognized by the leading corporations of this country, and the same consideration for railway postal clerks by Congress is well merited, and would result in the restoration of the service to that high state of efficiency desired by the business world to-day.

Mr. ROUSE. What is your position in the Railway Mail Service?

Mr. LINK. I am a railway postal clerk.

Mr. ROUSE. In charge?

Mr. LINK. No; I am a clerk.

Mr. ROUSE. A clerk on a car?

Mr. LINK. Yes.

Mr. ROUSE. Have you any recommendations to offer to the commission regarding the postage on second-class matter? Do you think it is paying enough?

Mr. LINK. I do not. As an experienced railway postal clerk I have never been able to understand why the big publishing houses should not be made to pay for the large volume of mail they turn loose on the Railway Mail Service. They are getting large profits from advertising and other sources.

Mr. ROUSE. Would you care to express an opinion about what that postage should be?

Mr. LINK. I have never gone into this question except to this extent: I believe they should be made to pay comparatively the same as an individual, allowing proper consideration for the proportionate postal revenue they produce and the character of second-class matter they distribute.

I would like to file a brief prepared by Harry G. Hughes for the acting clerks in charge for the Washington and Charlotte R. P. O.

(The paper referred to follows:)

BRIEF FILED BY H. N. LINK.

Argument relative to the injustice of the provision in paragraph 1, section 1549, Postal Laws and Regulations, requiring clerks in charge of crews to serve three years in that capacity before becoming eligible for promotion to the highest grade in that class, has been covered in another paper presented to this committee.

The attention of the committee is invited to the application of this provision to clerks acting as clerks in charge. When a clerk in charge is absent from his run for any reason, or when a clerk-in-charge assignment is vacant because of death, resignation, removal, reduction, additional service put on, or any other reason, some clerk is assigned by the chief clerk as "acting clerk in charge."

The clerk so assigned has to assume all the duties and responsibilities of the regular clerk in charge. He is, of course, unfamiliar with many of the details of the assignment and works under that handicap. Yet he is subject to the same disciplinary actions for all errors and the same penalties charged against his record. Yet his record is not kept on a comparison with the other clerks in charge on the line, but is made a comparative one with the other clerks on the same assignment as his regular one, who do not have the responsibilities of the assignment of clerk in charge. Consequently his record may not compare favorably with clerks who have not been assigned to the responsible position of acting clerk in charge.

It would at least seem that the time served by a clerk acting as clerk in charge should be credited to the time he would be required to serve to receive

the maximum salary should he eventually be promoted to the regular assignment of clerk in charge. Yet the department rules that such is not the case; and that should a clerk serving in that way be promoted, he should have to serve the full three years from the date of his promotion.

Under this ruling a clerk may be assigned, by a chief clerk, as acting clerk in charge and serve for six months. At the end of that time he will be promoted to the assignment. It will be three years from the date of his promotion before he can receive the full salary and yet he shall have served three years and six months.

Sometimes clerks are assigned as acting clerks in charge for an indefinite period, often many months, and at the end of that time promote some other clerk to the place. The clerk who has been acting gets nothing for assuming the added responsibilities under the handicap of unfamiliarity, and the clerk who receives the promotion has to serve three years from the time of his promotion before he can draw the same pay as the older clerks in charge on the line who have been doing exactly the same work for the three-year period.

As an illustration of this practice, the following case is cited: A clerk in Washington, D. C., and Charlotte, N. C., railway post office was assigned as acting clerk in charge to trains 29 and 32, May 19, 1917. He served until December 15, 1917. During this time the other clerks in charge on the line were receiving \$200 a year more than he was for performing exactly the same service. At the end of these seven months another clerk was promoted to the place and would have to serve three years from that time before he could receive the same pay for the same work as the other clerks in charge on the line.

Among the railroad men with whom we work and with whose work ours is comparable, had a flagman served as conductor, or a fireman as an engineer, for one trip, for one month, or for any length of time, he should have received the same pay for the trip, or the time, as the regular man.

The only law that can be administered equitably is one that requires the same pay for the same work. We believe that to be fair and right. We earnestly request the honorable commission to recommend the enactment of the necessary law to bring that about in the Postal Service.

The CHAIRMAN. The next speaker is Mr. Baldwin. You have been allotted six minutes, Mr. Baldwin.

STATEMENT OF MR. J. N. BALDWIN, RICHMOND, VA.

Mr. BALDWIN (reading):

Mr. Chairman and gentlemen of the commission, in considering the subject of Railway Mail Service, a failure to analyze and investigate that portion known as the transfer service would leave out a very vital and necessary part of efficient Railway Mail Service.

While the duties of transfer clerks are in the main supervisory, yet an intimate and personal knowledge of all phases of Railway Mail Service is necessary to an efficient Postal Service.

The transfer clerks are in most instances on a strictly eight hour basis, having regular hours of duty and are assigned to important railway mail centers, which are usually the larger cities.

It is therefore necessary that transfer clerks make their homes in the cities where the burdens of living costs are more keenly felt than in the smaller towns of rural districts.

Concerning the duties and responsibilities of transfer clerks I would submit the following:

The administration of the space basis method of payment to railway companies for handling the mails, to a large extent, in the hands of the transfer clerks. By exercise of judgment in the dispatch of mails they can and do save large amounts to the department for transportation of the mails; for example, on light days authorized storage space can be and often is annulled on the authority of transfer clerks.

At Washington, D. C., the transfer clerks during the month of September, 1919, authorized over the New York and Washington railway post office emergency storage space to the amount of \$6,000.

While the separation and dispatch of mails at junctions is theoretically a function of the railroad companies, yet experience has shown that the lack

of sufficient transfer force has and does result in serious delay to the mail, due to the lack of knowledge on the part of railway employees.

The handling and safeguarding of registered mail is another function of the transfer service which involves a high degree of responsibility. For example, at Richmond, Va., the location of the Federal reserve bank makes this feature very important on account of the large amounts of currency and bonds handled. Often hundreds of thousands of dollars are intrusted to a single transfer clerk.

It is necessary for transfer clerks to have a good working knowledge of several States.

Example: The transfer clerks at Washington have to dispatch mail for eight States, supervise the loading and unloading of 40 storage cars daily, accounting for 2,000 locked pouches of first-class mail, noting and investigating all irregularities connected therewith.

In many instances transfer clerks assist in the distribution of mails in various lines centering at their offices. Example: The transfer clerks at Richmond, Va., assist in the distribution in Richmond and Danville, Va., trains 7, 9, 11, Richmond and Clifton Forge train 9, Washington and Hamlet train 13, Fort Monroe and Richmond, Va., trains 42 and 44, and Washington and Charleston train 33.

Transfer clerks are required to stand examinations on the space authorizations, train schedules, and connections of mail trains, and on the Postal Laws and Regulations.

Transfer clerks are required by the Postal Laws and Regulations to authorize the authority invested in chief clerks when necessary for the good of the service.

A man to be a successful transfer clerk must therefore be informed, tactful, and possessed of a high degree of executive ability, as he often stands between the department and the railway company and upon his decisions and reports justice or injustice may depend.

An example of the turnover and lost efficiency in the transfer service forces due to inadequate salaries, I would cite that in the year from July 1, 1918, to June 30, 1919, 22.22 per cent of the forces at Washington, D. C., were acting or not permanent men. Thus one of the most prolific sources of wasted energy, labor turnover, in the industrial world finds an example in the transfer service of the Railway Mail Service.

Believing that I have impressed you with the duties and responsibilities of the transfer service, I would add a few personal experiences in that service.

I have been in the Railway Mail Service 18 years—10 years on road duty and 8 years on transfer service. I came into the service at the suggestion of my chief clerk, who is a believer in the importance of that service.

I am drawing a salary at the rate of \$1,500 per annum and live in Richmond, Va., where the statistics of the Department of Labor show an increase of 110 per cent in living costs since 1913. Then my salary was \$1,300, but was reduced in 1915 by reorganization to \$1,200.

I have a wife and five children, and although we have eliminated all unnecessary expenses, my wife and myself doing the laundry work, yet I find I can not make both ends meet and have been unable to meet the necessary living expenses. To live as a good American citizen should live and bring up his family to be good citizens with a fair education, I find by actual figures that I can not do it for less than \$2,500 per annum.

There should be in all fairness but a single classification for railway postal clerks, for often the present classification works to the disadvantage of the clerks. In the administration of the present classification law many injustices result, as the salaries of railway postal clerks under that law are solely dependent upon the classification and the classes are in the discretion of the Post Office Department. We believe the salaries should be positively determined by Congress, so that the clerks would receive a reward for faithful service.

Mr. MOON. Do you handle a great deal of second-class mail matter?

Mr. BALDWIN. A great deal of it passes through my hands, sir.

Mr. MOON. What do you think about the idea of raising the cost of carrying that mail?

Mr. BALDWIN. My idea has been always that it has been underpaid for the service rendered the publishers; that the service is rendered too cheaply.

Mr. MOON. You think that it ought to be increased?

Mr. BALDWIN. I do, absolutely; yes, sir. As to the amount, I haven't given it consideration.

The CHAIRMAN. Now we will hear Mr. Jeffries.

STATEMENT OF MR. E. S. JEFFRIES, NORFOLK, VA.

Mr. JEFFRIES. Mr. Chairman and gentlemen of the commission, at a meeting of the railway postal clerks, in Norfolk, Va., on September 2, 1919, I was selected to represent the 150 of that territory before your honorable body.

I have been working in the mail cars for 25 years, entering at the then lowest salary of \$800 per annum, and am now receiving the highest salary, \$2,000 per annum, including the war bonus.

On my line, the Columbus and Norfolk, east division (Norfolk & Western Ry.), the highest grade line running into Norfolk, Va., we have 40 men. The average salary of the grades is \$1,800 per annum, or \$5 per day. But out of the 40 men, only 15 are drawing the salary for the grade in which they work. The other 25 draw less salary than the assignment entitled them to, owing to the workings of the present classification law and delayed promotions.

Now, in that average I have included the salaries for clerks in charge.

Since 1914 my salary has shown an increase of 23 per cent, including the war bonus, which expires July 1 next. Engineer's salary shows increase of 32 per cent; conductor's salary shows increase of 35 per cent; firemen's salary shows increase of 62 per cent; baggage-master's salary shows increase of 54 per cent.

Government statistics for Norfolk show increased cost of living there to be 87.05 per cent.

The distribution requirements of the clerks in our division are as follows:

Offices:

Alabama	1,312
Florida	1,109
Georgia	1,310
Kentucky	2,789
Louisiana	1,261
Maryland	837
New Jersey	817
New York State	971
North Carolina	1,769
Ohio	1,854
Pennsylvania	2,317
South Carolina	734
Tennessee	1,154
Virginia	2,520
West Virginia	2,126
Separations (stations, carriers, boxes, banks, buildings, business firms):	
New York City (stations)	1,742
Philadelphia (stations)	1,127
Atlanta (carriers)	1,600
Richmond, Va. (carriers)	1,400
Norfolk, Va. (carriers)	1,200
Wilmington, N. C. (carriers)	1,000
Total	30,928

Now, of course, one man does not learn all of that. I am examined on three States—5,589 cards—on which we are required to make 98 per cent at a speed of not less than 25 per minute. The constant changes require constant study. We put up one examination every six months at least, and are the only class of Government employees who are constantly required to stand examinations on our efficiency for the work assigned.

Nearly all labor and all train employees receive overtime except the railway postal clerks. These do not. Yet on the first day of this month one crew on my line arrived at Norfolk 15 hours late. Each man was out \$1.50 additional for meals, yet received not a penny extra.

I draw the highest salary, after 25 years of service, \$166.66 per month, including the war bonus.

The negro porter on my train draws \$175 per month and, in addition, received a check in excess of \$1,000 for back pay.

Other lines in Norfolk territory will average \$200 per annum less in R. P. O. salaries due to lower classifications of line. But all trainmen on the different lines will average about the same, as all are working under the same agreement.

The CHAIRMAN. The next speaker is Mr. Worley, who has been allotted four minutes.

STATEMENT OF MR. H. D. WORLEY, PHILADELPHIA, PA.

Mr. WORLEY. Mr. Chairman and gentlemen of the commission, mine is a personal brief, after which I will make a few oral statements concerning the Philadelphia terminal, which I represent. [Reading:]

I am the head of a family of six. The four children ranging in age from 2 years 9 months to 8 years are altogether dependent. My wife having the care of these children and also the duties in the home is fully dependent upon my support. It will be seen that our only income is that which I receive as a clerk in the Railway Mail Service.

At the present time I receive \$1,500 per year. Prior to July, 1919, I received \$1,400, prior to July, 1918, \$1,200, and so on down to the entrance salary of \$900, each year being \$100 less.

Information gathered from reliable sources and my own experiences prove that the dollar of 1919 is worth in purchasing power only about half of the dollar in 1914. In other words, I received \$75 per month in 1914 as a grade 1 clerk, whereas in 1919 as a grade 5 clerk I receive \$125, or its equivalent \$62.50. In advancing through the grades and gaining more experience as a clerk, and consequently of more value to the Government, my comparative earnings have been decreased.

Is it possible to pay excessive rents, feed, clothe, and care for a family of six on \$125 per month? During the month of July it cost my family \$152.25 to exist, not live, during the month of August, \$142.40. My earnings for the two months totaled \$250 and my expenditures, \$294.60. This is an excess in expenditures of \$44.65 and must be provided for in some way.

Section 1599 of the Postal Laws and Regulations states that the entire time of the clerk is subject to the control of the Post Office Department and that no time shall be utilized by the clerks for the purpose of engaging in business for profit either as principal or as agent. It being forbidden and unlawful to use spare time for the purpose of earning a little to augment the meager salary, I was compelled to draw on a small inheritance in order that I might comply with section 1604, which states that all clerks are required to pay their just and honest debts. Should a good, respectable law-abiding, American citizen be subjected to such conditions in the employ of a Government, which requires high standards for private concerns?

As you descend from grade 5 to 1 the conditions, for men in like position, become altogether deplorable. As you ascend they are somewhat relieved. The majority of the clerks are married, so my case is one of the majority and not an exception.

In the Philadelphia terminal the working force of the terminal consists of 156 men and women. Out of that number 71 are regular clerks, of which we have 3 in grade 6, earning \$1,600; 26 in grade 5, earning \$1,500; 3 in grade 4, earning \$1,400—and by the way, one of those is a man who has been crippled in a wreck in the service, and he only earns \$1,400 on account of the inefficiency produced through that wreck, and he can't be advanced on account of that. We have 1,300 earning \$1,200, and the balance of the force is made up of certified substitutes, of which we have 26, and 59 temporary employees or laborers, as they call them. Of that number, 14 are women, many employed as temporary laborers. The balance are men.

Now, the average earning of the 71 regular clerks in the Philadelphia terminal is \$1,354, or \$26 a week. Now, you can take it from this, that my own earnings are somewhat above the average, and the majority of the men of the terminal are grades 1 and 2 men—at least, grade 2 men—which makes them \$100 a month, and in Philadelphia we are not exempt from the high rents any more than any other city. In fact, I think we are above the average as to rent, and as a result of that some other clerks who have been buying homes are compelled either to sacrifice their homes or take other people in to live with them in order to meet the expenditures which arise from the carrying of that home; and as a result they find that their money is altogether insufficient. The clerk's knowledge is the same as that of any other clerk in the Railway Mail Service in Philadelphia. We distribute all mail by States, New Jersey, Pennsylvania, Delaware, Maryland, Virginia, and West Virginia, and an accurate knowledge of the post offices of each one of these States is required; and that means that his study must be done outside of the eight hours of duty. We work eight hours in the Government service and then all our studying of scheme corrections, etc., must be done in our own time.

One hundred and seven of the 156 men work between the hours of 4 in the afternoon and 8 in the morning, which means that their time at home is very brief, if you want to consider the time they need for their sleep and the corrections of schemes and study. Working nights adds a hardship to them, and they should be given consideration for it. I have the names of Philadelphia concerns which do offer consideration to their men. One is the Philadelphia National Bank, which gives a consideration in money to their men working these hours, a thing which our Government could well afford to follow, I think.

Mr. ROUSE. I would like to ask Mr. Worley a question. You stated a while ago that you were employed in the terminal at Philadelphia.

Mr. WORLEY. Yes.

Mr. ROUSE. And that you handled great quantities of second-class mail matter?

Mr. WORLEY. Yes, we handle quite a lot of that.

Mr. ROUSE. What is your opinion about the postage on that class of mail?

Mr. WORLEY. Judging from the lugging we have to do in handling it, the amount of work and the space it takes up, I think the publishers can well afford to pay more postage.

Mr. ROUSE. How much more would you say?

Mr. WORLEY. I haven't any definite information to give along that line. I haven't considered any definite amount.

Mr. ROUSE. But you think it ought to be required to pay more postage?

Mr. WORLEY. I think so.

Mr. STEENERSON. What do you say about the comparative work as between second-class matter and parcel post?

Mr. WORLEY. Parcel post matter, in my judgment—I am speaking only of my own opinion on that matter—is very near as important as the magazine matter.

Mr. STEENERSON. Which is the most expensive to handle?

Mr. WORLEY. I think they use more space and time in handling parcel post matter. In the Philadelphia terminal I know it is. I am speaking only for the Philadelphia terminal. The majority of the mail matter is from the Curtis Publishing Co., and that is made up to the different lines, and we have no direct handling of that mail. Our mail principally is parcel post and papers.

Mr. STEENERSON. The expense of the parcel post per ton, for instance, so far as you are familiar with the work of handling it in the terminal would be more than for a ton of second-class matter?

Mr. WORLEY. As far as the Philadelphia terminal is concerned, yes, sir.

The CHAIRMAN. We will now hear Mr. Abernethy.

STATEMENT OF MR. C. H. ABERNETHY, GREENSBORO, N. C.

Mr. ABERNETHY. Mr. Chairman and gentlemen, I was appointed a substitute railway postal clerk in March, 1914. The duties of a substitute consisted of making runs (or working for) the regular clerks that were off duty on account of sickness, personal reasons, or other causes, for which I was paid at the rate of \$900 per annum for the actual time I worked. I served in this capacity for three years and four months.

Then the Post Office bill for the fiscal year ending July 1, 1918, carried a provision appointing all substitutes to clerks of grade 1 that had actually served 313 working days. I was then classed as an unassigned clerk, with no difference whatever from a substitute in regard to work and pay. I served as an unassigned clerk for a period of one year and two months (or from July 1, 1917, to September 1, 1918), and was then given a regular assignment as grade 1 clerk on the Washington, D. C., and Charlotte, N. C., R. P. O., beginning with September 1, 1918.

Under the reclassification act of October, 1912, I was due to be advanced to a clerk of grade 2, as I had given one year of satisfactory service from July 1, 1917, to July 1, 1918, as a grade 1 clerk, unassigned.

As the Post Office bill of 1918-19 carried an increase of \$200 for all clerks but suspended the automatic or earned promotion, I was kept in grade 1 two years. Thus from March, 1914, to the present time I have been in the service five and one-half years, and am now in grade 2, receiving only \$100 more per year than a new substitute that entered the service yesterday.

I have been examined on three states of distribution, with a total examination record of 11,669 offices, with an average percentage correct of 99.37; also six examinations on Postal Laws and Regulations.

Since qualifying on all my examinations, and considering the five and one-half years I have already served to reach my present grade, I will have to serve six years longer, making almost a total of 12 years, to reach the maximum grade in the present classification.

I would like to ask the earnest consideration of the commission to reduce the number of grades so a clerk may reach the maximum of grade beginning with his fifth year of service.

While my salary has been increased \$300 since entering the service in March, 1914, the actual necessities of life in my locality have more than doubled, and as the terminal of my run is Charlotte, N. C., and according to Government statistics of the Bureau of Labor, has the highest food cost of any city in the South.

Up to July 1 last my average salary per year has been \$830, or \$2.30 per day. I have a wife and three children, making five in family, and am forced to live in the cheap tenant section of town. I have not been able to keep up but \$500 of life insurance, and have had to drop all fraternal orders that I was a member of on entering the service. I have been unable to buy an overcoat of any kind for the past six years, and have bought on an average of one suit of clothes every year and a half. With my wife and I practicing the strictest economy and self-denial in every way, and with fortunate good health, we have managed to live; but as our children are now of school age and our one desire is to give them an education and raise them to be good American citizens, and this question is naturally asked, does the Government under which we live and for whom I work, requires all my time, strength, and energy, desire that its future citizens be educated?

Your honorable commission may readily understand when \$830 (my average salary for the past five years) has to clothe, feed, and shelter five people, there is no hope whatever to do this.

My case is not an exceptional one, as I know a great number of men in the same grade as myself.

My honest belief is that a Government employee should receive a salary commensurate with the duties performed, so that he can live in accordance with the American standard.

The CHAIRMAN. The next gentleman is Mr. Conn, who is only scheduled to file a brief, and he only asks one minute.

STATEMENT OF MR. D. N. CONN, OAKVIEW, PA.

Mr. CONN. I simply wish to submit the following brief:

I beg leave to submit the following as my personal experiences as an employee of the Railway Mail Service.

I took what was then called a first-grade examination, in the summer of 1912, and failed to pass, although being a normal school graduate I came back in 1913 after some further study and passed one hundred and twenty-fifth out of about 3,000 who took the examination in the State of Pennsylvania at that time, showing the quality of men who were coming into the service at that time. The entrance salary at that time was \$900 per annum.

I was called for duty during the Christmas holidays, and was then laid off to await certification, same being made about the 20th of January, 1914. I then was called for duty in the Philadelphia terminal and have been there ever since with the exception of time spent in military duty on the Mexican border and in the late war with Germany, in which I spent 13 months overseas.

As before stated the entrance salary was \$900 per annum, and as a certified substitute I worked at that salary until July 1, 1919, when by an act of Congress I was automatically made a regular clerk and entitled to automatic promotions if having completed my study requirements as prescribed. By another act of Congress, which stated that all men entering a military branch of service should be entitled to all increases and promotions falling due during our absence should be credited to us, I was given an increase of \$100 or was advanced to grade two in the service, together with the \$200 bonus granted by another act of Congress, makes my salary since July 1, 1919, \$1,200. This is just \$100 in excess of a man who enters the service to-day, under a second-grade examination. It is just \$100 in excess of an uncertified laborer employed by the mail service to pull a truck load of mail or drag a sack of mail from a designated spot to another spot which must usually be designated by some high-grade clerk.

At the present time, from a Philadelphia standpoint, I am qualified to work any local or State case of Pennsylvania mail, whether first, second, or third class matter, and have been as assistant on New Jersey, Delaware, and Maryland. I have worked Western States parcel post, Southern States parcel post, and also New England. I have either worked or assisted on practically every distribution in the Philadelphia terminal. There are several hundred clerks who took the first-grade examination in 1913, all of whom not being appointed regular clerks in that year, are in the same position as myself. Through a system of manipulation by the department we have given almost six years' service to our Government at the first-year entrance salary, while we have been required to put up the same examinations—we have been required to do the same work as clerks who to-day are getting \$1,500. We beg for a readjustment.

At \$900 in 1914, having a wife and one child and a mother to support, I was able, by some assistance from a sister, to support and care for my family as required by the department and my self-respect, while to-day, with twice as much assistance as formerly received, I am positively unable to make ends meet. I have sacrificed my last Liberty bond to buy enough coal to last part of this winter. After that is gone I do not know where the balance will come from. I have worked overtime to get money to buy shoes for my children to go to Sunday school. I am not allowed to have outside employment, yet I am required to pay my debts; when the clothes on my back are worn out where will I get others when it requires all my salary to buy food, furnish light and gas to cook our food, and ice to keep it in the summer, and pay my car fare to my work. A great many of these clerks have quit the service this year. I do not want to be forced to do the same.

STATEMENT SUBMITTED BY ELMER A. TUCKER, WINSTON-SALEM, N. C.

Clerks enter the Railway Mail Service through a civil-service examination after having passed a rigid physical examination. Beginning with the clerk receiving the highest rating on examination, he is appointed as certified substitute, and he is only paid for such time as he may make in running for clerks absent from their runs from various causes, including annual leaves, at the rate of \$1,100 per year.

The amount of time employed varies from one-half to close to full time by some few. He deadheads from his home to the various lines to which he is called upon to perform service on his own time. He has to obtain his meals at irregular hours and in various places, as he may remain on a run one day only, or in case of vacation periods from 17 to 18 days.

After he has made 313 days of service he is appointed an unassigned clerk, grade 1, which carries no salary. He continues his service in the same manner as when he was classed as a substitute. At the end of one year of service as an unassigned clerk, for which he received pay at the rate of \$1,100 per year for the work he actually performs, he is promoted to grade 2 at \$1,200 per year, after which he receives no salary except that which he receives for performing service for some other clerk either as a substitute or as an acting clerk. His pay as a substitute is received from the clerk for whom he runs, but that as an acting clerk is received from the department.

His relation to the service continues in this manner until he receives an appointment to some particular railway post office or terminal as a regular clerk.

A newly appointed substitute is required to pass at a grade of at least 95 per cent such examinations as may be assigned to him by the chief clerk of the district to which he is assigned. This work must be done without pay. The time consumed in this work may run from two to four weeks of study work. Of course if the substitute is unable to subsist without earning his living during this preparatory period it will often cover some months before he can fit himself for his first run. When his chief clerk regards him as having received such instruction by scheme and in Postal Laws and Regulations as will fit him for some particular run and his services are needed to fill the run of some clerk absent from this run he is assigned to the run for instructions from one or two to four or more days. He receives no pay for this service. After he is deemed competent to take his run the clerk asking for leave is given a permit to be absent from his run for a stated period when such period can be determined, and is instructed to turn over to the substitute his key, badge, postmarking stamp, and to furnish the substitute with pouch, sack, and letter-packages labels to cover the proposed leave of absence. The substitute then assumes the duty of the clerk for the period stated. In crews of more than one man the substitute may be assigned to the position needing the least amount of training and a lower-grade member of the crew be assigned to the duties of the absent clerk.

Substitutes may be sent to any run in the division in which he is appointed as may be needed and are sometimes loaned to adjoining divisions. His pay for the first two periods of 313 days and one year is at the rate of \$1,100 per year. When he has filled this assignment he is sent to fill other runs on other lines. The continual change in assignment forces him to live and pay the rate of transients for meals and lodgings. This often consumes all he earns.

The substitute makes the same report of each trip as does the clerk for whom he runs, and a monthly report for each line in which he has performed service during the month as clerk in charge.

After a time he receives an offer of appointment to some line and, if accepted, assumes the duty as the permanent clerk in that line, and his pay begins on the date he assumes the duties of his appointment. He is then assigned to a certain examination requirement which, when met, makes him eligible to promotion to the next higher grade at the beginning of the first quarter after one year of satisfactory service in the grade to which appointed, but can receive only one promotion of \$100 in any one year.

Changes of various kinds affect the amount of work he has to perform, as, for instance, in changing a State scheme which has been divided from three sections into two sections, causing some clerks to have to put up examinations on a whole State instead of two-thirds or less of it, as happened this year in changing the North Carolina scheme in the case of certain lines in the third division. This change caused the clerks on the Roanoke and Florence to throw 700 additional cards this fall.

Sometimes additional work is put onto clerks for which no credit is allowed, as was done in the case of the Roanoke and Florence, trains 50 and 41, when they were ordered to pouch their registers on Winston-Salem. N. C., and Winston-Salem was ordered to pouch theirs on 51. The concluding sentence of this order stated that "This will relieve clerks in trains 50 and 51 from visiting the Winston-Salem post office to receive and deliver registered mail, but will not relieve him from examining the order book at that office." (Order No. 398 of May 22, 1917.) Clerks are required to examine order books before departing on runs and before going off duty.

He is given an annual leave of 15 week days after one year of service as unassigned or permanent clerk, but in practice the length of his leave is made dependent on the number of days paid by the department to his substitute, and often the clerk has to pay the substitute for from one to three days' service in order to get all of the time allowed by law. The department often requires the clerk to take the leave when he does not desire it and in no case will it permit him to save it for use in case of sickness of himself or family.

The hours of most clerks are undesirable. They run at all hours of the night and day, and are often difficult to reach by their families in cases of sickness or accident to them. A clerk spends a greater portion of his time away from his family than most workers, other than train employees. His meals are at all hours of the night and day and many times he goes from 12 to 18 hours without food in cases of wrecks, floods, and blockades.

He is at a great disadvantage as to holidays and other special days, some of which he never enjoys to any great degree, as at Christmas, which always

means long hours of the hardest work and many hours of extra work without any compensation therefor, and frequently when clerks desire to be at home for some certain day, in some cases for only a few minutes, they have to pay a substitute for as much as four or five days of service.

The risk of accident is very high. Some are killed and many injured each year, and clerks in the past have had to pay an exceptionally high rate for accident insurance, running about \$10 per thousand per year.

The occupation of a railway postal clerk requires a physical and mental combination that is not possessed by all men, namely, the ability to do active physical labor and at the same time to possess the mental disposition of a student. For considerable periods, twice or more times a year, clerks have to isolate themselves from their families and study. Studying post offices is the very hardest kind of dry, uninteresting application. The failure to study would cause a separation from the service. Examinations are the basic principle of efficiency in the Railway Mail Service. Without them the service could not be carried on with even double or triple the number of men now in service. These examinations are conducted with high-speed tests.

Railway mail clerks must have a high moral character. They have in their possession each trip many hundreds, and on large lines, many thousands of dollars' worth of property of various kinds, of which no records are kept, and the clerks who handle registers often have several hundred thousands of dollars in money at one time. These registers often are pouched on post-runners and in case of one-man runs there is no one to verify the dispatch. This kind of a responsibility can not be avoided by a clerk. Some of the registers handled by clerks containing many thousands of dollars are pouched over closed-pouch lines without a witness and handled by train porters or young express messengers.

The salaries of railway postal clerks are, however, below those of railway employees on the train on which the clerks run. The Roanoke & Florence runs over the tracks of three railway companies, and are handled by three sets of employees. The salaries received by them are as follows:

Winston-Salem Southbound Railroad:		Per year.
Engineers.....		\$4,672
Firemen.....		3,222
Conductors.....		3,007
Porters.....		2,044
Atlantic Coast Line Railroad:		
Engineers.....		3,043
Firemen.....		2,327
Conductors.....		2,555
Porters.....		1,800
Norfolk & Western:		
Engineers.....		2,810
Firemen.....		2,177
Conductors.....		2,701
Brakemen.....		1,873
Norfolk & Western yard:		
Brakemen.....		1,825
Yard conductors.....		1,945

Please notice that the negro porter on both of the first two lines receive \$444 and \$200 per annum, respectively, more than is received by me.

The colored porters who ice and water my car at Roanoke receive \$1,679 per year and the local car inspectors receive \$1,985.

The increases in pay given to workers in general are from two to four times the prewar wage schedule.

I have been in the service of the Post Office Department over 21 years, 14 of which have been spent in the Railway Mail Service (5 on trunk lines and 9 on one-man runs). My transfer to the present line was due to an effort to escape reduction in salary on account of the department reducing the number of men in the service in the train crew and running them on short runs. I have thrown examinations on Florida, Georgia, South Carolina, North Carolina, Virginia, and New York City, a total of more than 14,000 offices. Several of these have been repeated a number of times. In addition, I have taken the required examinations on Postal Laws and Regulations about 16 times.

Under the plan of examination on Postal Laws and Regulations, adopted a few years ago, the book was divided into 7 examinations of around 80 questions each. Upon complaint of the clerks of excessive requirements in this matter, the plan was adopted to require that only 20 of these questions were to be asked at any one time. Seemingly this would reduce the amount of work required to pass an examination of this kind, but because of the fact that questions are taken from the whole seven groups, it actually causes the clerk to have to prepare on all seven of the groups, thereby increasing his home work in this matter seven times.

Exhibit A, herewith attached, will give a full outline of the questions and answers required in one of these examinations.

My run is a class B, one-man run. We distribute West Virginia, Virginia, North Carolina, South Carolina, and Georgia, handle the registers, and make all reports of a clerk in charge. The pay we receive is \$200 less per annum than that of a helper on a class C run. I can not see where the responsibility for me is less than a clerk in charge, and I feel that in view of the high character and absolute accuracy and responsibility assumed by clerks on one-man runs they should receive the same pay as clerks on class C runs. The standard of living demanded by the American people can not be met by a railway postal clerk on a salary of less than \$2,500 per year and a clerk should reach that grade in five years of satisfactory service.

[Exhibit A.]

SECTION C, QUESTIONS AND ANSWERS, POSTAL LAWS AND REGULATIONS.

(1) Q. What leave may be granted a clerk injured on duty?—A. One year at full pay and one additional year at half pay, in periods of 30 days at a time.

(2) Q. What evidence of injury is required before leave will be granted.—A. Sworn certificate from the attending surgeon setting forth nature and extent and probable duration of the injury, and a sworn statement of the clerk as to how the injury occurred and whether or not it was occasioned by his own negligence.

(3) Q. What are the instructions about renewing applications for leave on account of injury?—A. The same procedure is followed as in the first instance and renewed every 30 days.

(4) Q. What are the requirements before a removal can be ordered?—A. The reasons must be given the clerk in writing and a copy of the charges furnished and a reasonable time given for personally answering the same in writing.

(5) Q. May payments be made in advance or in excess of a service rendered?—A. No.

(6) Q. May payments be made for extra service or when a clerk discharges the duties of another?—A. No.

(7) Q. What are the instructions about employees compiling directories?—A. They are not permitted to do so.

(8) Q. What are the instructions about employees requesting copies of newspapers?—A. They are not allowed to do so.

(9) Give general definition of second-class mail.—A. Periodical publications.

(10) Q. What does second-class mail embrace?—A. All newspapers and other periodical publications which are issued at stated intervals and as frequently as four times a year.

(11) Q. How many classes of second-class matter are there?—A. Two.

(12) Q. What are the instructions about classifying foreign newspapers and other periodicals?—A. They are classed the same as domestic upon filing of applications by their publishers or agents.

(13) Q. What is the postage rate on second-class matter when mailed by publishers?—A. One cent a pound or fraction thereof.

(14) Q. What second-class matter, if any, may be carried in the mails free of postage?—A. Free county publications.

(15) Q. What is the transient rate of postage on second-class matter when mailed by other than publishers?—A. One cent for each four ounces or fraction thereof.

(16) Q. May clerks accept for mailing other than second-class matter without stamps affixed?—A. No.

(17) Q. What are the instructions about using or selling canceled stamps?—A. It is punished by fine and imprisonment.

(18) Q. What are the instruction about incorrectly showing or erasing date of postmark?—A. The clerk doing so is subject to dismissal from service.

(19) Q. What are the instructions about lights being placed on crane at night?—A. The party hanging the mail must place a light on the crane at night. Railroad company must furnish the light.

(20) Q. What are the instructions about signal to be given when train approaches mail crane?—A. The engineer shall give timely notice by whistle or other signal when approaching crane.

(21) Q. Enumerate the subjects given which call for a special report.—A. (b) Mail carried by person under 16 years old; (c) carrier intoxicated; (d) mail pouch not locked; (f) mails left exposed to damage or depredation; (g) failure of the carrier to protect mail from the weather; (h) failure to take all mail on each trip; (i) mails unnecessarily thrown on the ground or dragged about and damaged.

(22) Q. In what manner shall sacks belonging to foreign countries be returned?—A. Empty and promptly.

(23) Q. What constitutes surplus equipment?—A. Any servicable mail bag not required for the regular dispatch of mails.

(24) Q. What are the instructions to clerks about disposing of surplus equipment?—A. They should be dispatched daily to the nearest freight shipping point.

(25) Q. Under what conditions of service and for what reasons may travel allowance be paid?—A. Travel allowance is paid to a clerk for meals and lodging needed after 10 hours from the beginning of his initial run, but not to exceed \$1 a day.

(26) Q. Who may receive travel allowance?—A. All regular and acting and substitute clerks assigned to road duty in railway post-office cars.

(27) Q. What is the limitation of payment for travel allowance?—A. One dollar per day.

(28) Q. In what manner are railway postal clerks appointed?—A. By the Postmaster General under civil-service rules and regulations.

(29) Q. What is the amount of the bond required of a railway-postal clerk?—A. \$1,000.

(30) Q. Under whose authority shall the salaries of clerks be fixed by classification?—A. The Postmaster General.

(31) Q. What is the limit of successive promotions in each classification?—A. Class A to grade 3, class B to grade 4, class C to grade 5.

(32) Q. What is the limit of advancement in grade in a period of one year?—A. One grade in a year below the grade of chief clerk.

(33) Q. What authority is there to suspend, reduce, or remove a clerk?—A. The Postmaster General may suspend, reduce, or remove a clerk.

(34) Q. Who has the authority to temporarily suspend a clerk?—A. Division superintendents.

(35) Q. To what extent may leave with pay be granted a clerk on account of sickness?—A. To not to exceed 30 days in one year.

(36) Q. What provision is made for clerks who are subpoenaed to attend a United States court?—A. His salary shall continue, and he will be paid by the United States marshal his necessary and actual expenses going to and returning from and while in attendance on the court. The expenses to be itemized and sworn to.

(37) Q. Are clerks exempt from arrest on civil process while on duty?—A. Yes.

(38) Q. When mail keys become worn or defective what action should a clerk take?—A. Timely notice should be given of the fact, stating the number of the key.

(39) Q. When mail keys are received from discontinued offices or elsewhere, how should they be disposed of?—A. They should be forwarded promptly to the division superintendent, with a statement of the facts in the case.

(40) Q. When a pouch or sack in transit becomes unsound, what action shall be taken?—A. The contents shall be transferred to another pouch or sack and the damaged one sent to the mail-bag repair shop and notation made on the trip report of cause of the damage, if known. Foreign sacks shall be inclosed in domestic sacks intact and forwarded to proper exchange office.

(41) Q. What are the instructions to clerks carrying surplus or using damaged equipment?—A. Clerks should not carry an excessive amount of or use damaged equipment.

(42) Q. What are the instructions about preparing equipment for shipment to depository?—A. They shall be carefully examined to see that no mail is left therein, must be labeled to show by whom made up, and the number and kind of sacks inclosed. And if possible the different sized sacks packed separately.

(43) Q. What are the instructions about intercepting or using equipment en route?—A. They are to be forwarded intact unless it becomes necessary to use them. If a portion of a sack is used the balance is to be forwarded by the clerk under his own label.

(44) Q. What are the instructions about using card slide labels?—A. They are used to label rotary-lock pouches and sacks and brass-lock pouches.

(45) Q. How shall card slide labels be disposed of?—A. They shall be returned by first mail under official cover to the office of origin.

(46) Q. What property shall a clerk turn in on his resignation or removal?—A. Mail keys, badge, commission, register records, and all other property belonging to the Post Office Department.

(47) Q. What are the instructions about using official diagrams?—A. Letter cases and paper racks shall be labeled according to official diagrams.

(48) Q. To what are notices posted in order book, in postal cars, transfer offices, and terminal R. P. O.'s limited?—A. To official matter only.

(49) Q. When may official telegrams be sent?—A. In urgent cases only.

(50) Q. How shall official telegrams be prepared?—A. In as brief a manner as shall be consistent with clearness.

(51) Q. How are telegrams about leave of absence and filling runs considered?—A. As personal, and to be paid for by the clerk at commercial rates.

(52) Q. What are the restrictions on clerks smoking on duty?—A. They shall not smoke while receiving mail from the public or while loading or unloading mail or visiting letter boxes.

(53) Q. What are the instructions about clerks cooperating with post-office inspectors?—A. They shall be given such official assistance as they may require.

(54) Q. What are the instructions about checking pouches out of and into car?—A. A correct list of pouches due to be received and dispatched shall be kept and checked as the pouches are delivered from or received into the car.

(55) Q. What are the exceptions to the instructions about checking pouches into and out of the car?—A. Pouches are not checked at local offices where not more than one pouch at one time is exchanged.

(56) Q. What are the instructions about serial marking of pouches?—A. When two or more pouches are made up for one address, the first one shall be marked 1, the second 2, and so on; the last one to bear in addition to its proper number a cross, thus, "X," to indicate the last pouch in the series.

(57) Q. What are the instructions in checking and recording emergency pouches handled?—A. Entry thereof shall be noted on the record and proper check made.

(58) Q. Under what circumstances may clerks receive newspapers from publishers and news agents direct?—A. When accompanied with a certificate from the postmaster that the postage has been paid.

(59) Q. What are the instructions about receiving and dispatching newspapers outside of the mails?—A. They shall be treated according to the instructions on the package when marked for "Out Side" delivery to news agents.

(60) Q. What are the instructions about train baggagemen dispatching outside packages of newspapers?—A. They shall deliver the package outside of the mails at the place shown in the address.

(61) Q. When second-class mail is received direct from the publisher, what additional evidence that the postage has been paid will be required?—A. Each load must be accompanied with a certificate from the postmaster showing the number of sacks, the weight of the mail, and that the postage thereon has been paid.

(62) Q. When there is more than one load of a consignment of second-class matter direct from the publisher is more than one certificate required?—A. A certificate is required with each load.

(63) Q. What information shall be shown on certificate from the postmaster accompanying second-class matter direct from the publisher?—A. The number of sacks, weight of the mail, and that the postage thereon has been paid.

(64) Q. How shall label be marked when circulars are included in a sack?—A. The word "Circulars" shall be shown on the label.

(65) Q. What are the instructions for making up mail for delivery and distribution?—A. They should be made up separately, unless ordered by the division superintendent to be combined.

(66) Q. How shall slip be marked when mail for delivery and distribution is included in one package?—A. The address shall be followed by the abbreviation "D&D."

(67) Q. How is a direct package made?—A. By placing all letters for one office in a package faced one way, with a plainly addressed letter on the outside and a slip covering the back of the package. The slip to be postmarked and bear the name of the clerk making it up.

(68) Q. What precaution shall be taken when circular mail is included in a direct package?—A. A letter shall be tied on the outside of the package.

(69) Q. What are the instructions about making up long and short letters? A. When in sufficient quantity make separate packages, but if tied out together the long ones are to be placed on the back of the short ones in such manner as will prevent injury to them.

(70) Q. What are the instructions about letters and circulars being placed in the pouch loose?—A. They shall be made up in packages and not placed in the pouch loose.

(71) Q. Define circular mail.—A. Circular mail is third-class matter in envelopes of such size as will permit distribution in a letter case or of such larger dimensions as can otherwise be made up into direct packages, or private mailing cards wholly in print, except that they do not contain market quotations on grain, stock, or produce (as distinguished from prices current or catalogue quotations on general merchandise).

(72) Q. How shall official matter be treated?—A. As first class unless the envelopes or wrapper distinctly state that the inclosure is printed matter.

(73) Q. How shall weather reports be treated?—A. As first-class matter.

(74) Q. What are the instructions about dispatching newspaper and periodical mail?—A. They shall be promptly dispatched to destination.

(75) Q. How are missent and misdirected sacks reported?—A. The label is sent in with the trip report and on the reserve side of the slip is noted missent or misdirected pouch or sack, as the case may be, and followed by a statement of the amount of mail matter contained therein, and signed and postmarked by the clerk.

(76) Q. What is required in relabeling misdirected or missent pouches or sacks?—A. The label should show the correct destination as well as the post office or R. P. O. by which originally made up and the postmark of the R. P. O. to which missent.

(77) Q. What action shall be taken when a pouch regularly due is not made up?—A. The label shall be indorsed "not made up," with the reasons therefor, and sent to the office of destination or to chief clerk (if known) in case of R. P. O. pouches.

The CHAIRMAN. Gentlemen that concludes the list, and we will adjourn until 2 o'clock this afternoon, at which time we will hear the second, third, and fourth class postmasters.

(Whereupon, at 12.15 o'clock p. m., the commission recessed until 2 o'clock p. m. this day.)

The commission met, pursuant to recess, at 2.15 p. m., Hon. John H. Bankhead presiding.

FOURTH-CLASS POSTMASTERS.

The CHAIRMAN. The commission will now hear from the fourth-class postmasters, and the first one on the list is Mr. R. M. Janney.

STATEMENT OF MR. R. M. JANNEY, GLOUCESTER, VA.

Mr. JANNEY. I am a third-class postmaster myself, but was asked to represent the fourth-class postmasters of the State of Virginia, as I was coming back to Washington in behalf of the third-class postmasters. I am satisfied the fourth-class postmasters are not getting just compensation. It was once considered a business getter to

have a post office in the store. Now it is not. If the mail comes in the busy part of the day, as it usually does, the postmaster has to stop waiting on his customers to handle the mail, write money orders, or sell a postage stamp to a patron. His customers either have to wait or make their purchases elsewhere.

Mr. ROUSE. How many of these men you represent have post office in the store?

Mr. JANNEY. All, except one; that office is not as well handled as those in the stores.

Mr. ROUSE. You think the fact of a post office in a store brings trade to the store?

Mr. JANNEY. No, sir. In my section it does not, as the mail is always delivered by star routes to the offices. In the sections where there are rural free delivery the people go only occasionally to the store, and trade is gotten by customers ordering goods over the telephone to be delivered by the carriers. I prefer being questioned to making a speech, and I will file this declaration with you to save your time. I think the department should make an allowance for rent, fuel, and light. The offices are open from 12 to 16 hours per day.

STATEMENT FILED BY R. M. JANNEY, GLOUCESTER, VA.

The present method of paying fourth-class postmasters was made a law at a time when such compensation might have been just. The duties at this time were at least such that it was not necessary to devote undivided attention to the work. The mails were light—no daily papers of any consequence having found their way into rural communities, while rural free delivery was yet unborn. People gave but little attention to their mail, and a call at the local post office was scarcely ever made oftener than once a week. Knowing this to be the case, these small offices were invariably placed in small country stores. The man who was successful enough to "land the pie" was considered fortunate, not because of the emoluments of the office, but because of the fact that it was considered a snare that would draw the public to the postmaster's place of business, after which it would be easy to sell them what wares that they might need. It is justly considered a trade getter, and this belief has followed the fourth-class office on down the road of time, and is even in vogue to-day.

Nothing could be farther from the real conditions as they exist to-day. A professional business man would scoff at the idea of his being bothered with the office, while the advent of rural delivery has put a crimp in the idea of its being a trade booster. People get their mail at their door, the hucksters deliver their goods, and they buy their produce, and they have no cause of visiting Uncle Sam's little office. All the visiting at the local post office are those who chance to live near the village, while the greater portion of the mail that is handed out of the general-delivery window is that of local business men. Does this look like a trade booster?

Now that the change of conditions has been noted, let us delve into the responsibilities and the amount of work done to-day, as compared with those remote times. It is not necessary to state what was done then. Everybody of mature age knows that, so we will pass that by. What I wish to present is what we are doing to-day. The duties of a fourth-class postmaster were very small prior to the war, compared to the duties now imposed. Everything was on a normal footing and business was progressive. Then came our plunge into the great struggle and the ensuing consequence upon all the resources of the country, and the adjustments to the conditions of war. The wages of common labor soared from time to time, as did the cost of living—more pay and less hours, or excess prices for overtime invariably was adopted. What was the effect on the postal service? In the first place, an increased burden was piled upon us, which might be summarized as follows:

First. The public had to be educated to the conditions and to a realization of the state of war, and to bring this about the mails were flooded with literature. The procedure was commendable, and I am pleased to note that the work was carried on to a satisfactory completion, and that duty found mem-

bers of the service in line, proud of the fact that they were working for the good of their country.

Second. The labor bureau used the mails to better the conditions as they then existed, and the amount was not only increased in volume, but the postmasters were called upon to give personal aid to those who saw fit to appeal to this department, either for help or employment.

Third. The Food and Fuel Administrations came in for their share of mail and work.

Fourth. The postmasters were called upon to act as recruiting agents and display all literature pertaining thereto.

Fifth. The conscription law caused the mails to be flooded with literature from the various headquarters, and the postmasters were called upon to give personal aid to any registrant who might ask for aid or information in filling out his questionnaire.

Sixth. War revenue stamps were added to the list of duties and the responsibility proportionately increased.

Seventh. War savings and thrift stamps were then added and brought before the public. This was a division of the Treasury Department, but their sales were turned over to the Postal Department. This provision increased the responsibility a hundred fold. Not only was the responsibility increased but the work at this point had tripled, and not a cent available for much-needed help. The postmasters were not able to hire the help; he was compelled to "go it" alone, in many cases he being made chairman of the war savings organization, and in order to fill these duties often had to work late at night. This, however, was not a part of his official duty, but the demand for stamps followed, and the work thus imposed was enormous as compared with the size of the office.

Eighth. Next in order came the registration of alien enemies. While this task was of small duration, yet the plan had to be studied in order to be able to answer the many questions that were asked.

Ninth. Now comes the registration and cashing of war savings stamps. Anyone who is familiar with the plan of registration knows that there is more labor and trouble involved in the task than there was in the original sale. The work thus imposed is extremely trying and irksome. The one wishing to register war savings stamps invariably came to have it done just at the time that you are preparing an incoming or outgoing mail. Now that they are being cashed in this procedure adds another feature to the work of the postmaster equally as great as the sale, as he now has to send the certificates to the central accounting postmaster to get the wherewithal to pay for them.

Now that we have gone over the additional duties and responsibilities imposed upon us, let us look and compare our position with that of other employees. The salary of a rural carrier on a 24-mile route was \$1,440 per year, and the trip is covered by the "little tin Lizzie" in less than half a day. They have the remainder of the day to dispose of at leisure. Their wages have been increased \$240 per year since the war commenced, not counting additional pay for mileage on longer routes. The salary of railroaders has trebled in many cases. I will take the local section man, foreman, and operator. Before the war the section laborers were getting \$1.50 per day, the foreman \$60 per month. The operator was getting a salary of \$60 with a commission on express business. He does not do one-fourth the work of a postmaster, yet his salary has been boosted until he now draws a monthly check of \$190 besides his commission. The foreman gets something like \$120 per month and the common laborer about \$100. The salary of common labor in all branches has more than doubled. It is nothing out of the ordinary for a common farm hand to receive \$60 per month with board.

Now, how about the salary of the fourth-class postmaster? He originally got 100 per cent of the first \$50 during any one quarter, and 60 per cent of the remainder. Legislation was finally enacted which gave him 100 per cent of the first \$80 and 60 per cent of the remainder. What has this meant to him? It can not mean more than 40 per cent of the difference between the \$50 and \$80 limit, as he received 60 per cent of this before. This, then, will make an increase in salary of \$12 per quarter, or 13 cents per day. On July 1 the limit was raised to 100 per cent of the first \$100. This will mean an increase of 40 per cent of the \$50 increase, \$20 per quarter, or 22 cents per day. Some will say that the work done at fourth-class post offices does not justify greater pay. From a business point of view this may be correct, so far as dollars and cents

are concerned, but when it comes to service rendered, it is reasonable that every man should have just recompense for what he does?

Those who advance this theory should consider the rural carrier. Does the work he does bring in enough revenue to pay him? Could there be hired a man to do his work for 100 per cent of the revenue that he collects? No; his work is certainly appreciated by the public and he is paid a reasonable amount for the amount of work performed, although the Government gets no return whatever for his labor. He is paid for giving service to the public. Isn't that what the fourth-class postmaster should get? The rural carrier is deserving of every cent he gets, and I do not wish to be understood as "knocking," for I am not. I am merely appealing for aid for the sadly underpaid postmasters. The carrier comes in and uses the building rented by the postmaster, warmed by the fire paid for by the same, gets his instructions therefrom, after which the postmaster shoulders the responsibility. The carrier enjoys a vacation of 15 days annually with full pay, gets every legal holiday, works but half a day, while the postmaster pays rent, light and fuel bill, many times string to tie the packages of letters, and remains at his post of duty from early morning to late at night; does more work than two carriers combined; has an equal outlay as far as expense is concerned; has no vacation with pay; gets off on no holiday save between mails, which does not even permit him to visit friends or relatives; has to pass a competitive examination, and then serves for one-third of the pay and many times less.

Now, as to some of the things that ought to be done.

First. The fourth-class postmasters should be furnished with all the fixtures in his office, so as to insure him against loss should his successor fail to buy the old fixtures, as they are of no use only for the purpose intended, and a chance for sale to some other postmaster is very remote.

Second. He should be furnished with light, rent, and fuel. He should be granted 15 days vacation with pay and all legal holidays.

Third. He should be placed on an actual salary based as follows:

At fourth-class offices the gross receipts of which are less than \$100 per annum, the salary of the postmaster shall be \$150 per annum.

Gross receipts \$100 to \$200, salary \$300.

Gross receipts \$200 to \$300, salary \$400.

Gross receipts \$300 to \$400, salary \$600.

Gross receipts \$400 to \$600, salary \$750.

Gross receipts \$600 to \$800, salary \$900.

Gross receipts \$800 to \$1,000, salary \$1,000.

Gross receipts \$1,000 to \$1,200, salary \$1,100.

Gross receipts \$1,200 to \$1,400, salary \$1,200.

Gross receipts \$1,400 to \$1,600, salary \$1,350.

Gross receipts \$1,600 to \$1,900, salary \$1,500.

BRIEF SUBMITTED BY J. S. WERTZ, WASHINGTON, D. C., PA.

The method of computing the compensation of fourth-class postmasters has not been changed since 1883.

There are approximately 45,000 of the fourth class with a possible average salary of \$500 per year, with nearly 20,000 receiving \$200 per year or less; about 25 per cent of their compensation is paid for fuel, rent, and clerk hire.

Compiled from statements of 105 postmasters of the fourth class, the average total compensation was \$56,742.55; average, \$520.41; spent for clerk hire, 61; reporting, \$6,452; average per month, \$23.80; spent for fuel and rent, 98; reporting, \$11,693; average per year, \$119.21; invested in office fixtures, 93; reporting, \$11,621; average, \$124.99.

Office of the fourth class paying as much as \$500 per year requires the entire time of one person to give efficient service. When it reaches \$800 and up, under the present law, it is necessary to have two on duty the most of the time to give efficient service. The expense of fuel, rent, and clerk hire and lighting must be paid from the compensation of the postmaster.

The cost of living has not only struck the postmaster in the increased cost of commodities, but the increased cost of labor has affected them in securing efficient help.

Postmasters of the fourth class are unanimous that the possession of the post office is not an asset to any commercial business, but rather is a liability, as while the postmaster is selling a 1-cent stamp he is losing on a more profitable sale.

Postmasters of the fourth class insist on a definite civil-service statute, leave of absence with pay, back pay for services performed, permission to close the office during the noon hour for meals, and 8 or 10 hour workday, with pay for overtime, 5 per cent for each money order issued, 10 per cent for each special delivery. At offices where the postmasters furnishes the fixtures the postmasters shall retain all of the box rent and they shall become no part of his quarterly report to the auditor.

Maximum pay of the fourth class should be \$1,500 per year, with sufficient allowances for rent, fuel, clerk hire, and lighting.

See sections 270-272, Postal Laws and Regulations, when referring to maximum and minimum salary; make this point emphatic.

Realizing that the commission has authority to investigate the salary only, yet it is well to call their attention to some other matters that are unfair.

Extra duties are also imposed on fourth-class offices where there is a central accounting office, and provision should be made to reimburse them for their extra labors.

THIRD-CLASS POSTMASTERS.

STATEMENT OF MRS. AGNES C. KLINGER, RIVERDALE, MD.

I am a third-class postmaster in Riverdale, Md. I wish to say that the third and fourth class postmasters of Maryland heartily indorse the salary plan outlined in the August 8 issue of the Postmasters' Advocate. This plan was also adopted in the convention at Detroit. I also have a brief here from the central accounting postmaster from my county, which he has asked me to read, as he can not be present.

I was appointed, postmaster (fourth class) under civil service in 1914.

Office advanced to third class in 1916, with salary of \$1,200 per year.

	Per year.
Allowed by Post Office Department for rent, heat, and light.....	\$264
Allowed by Post Office Department for clerk hire.....	168
Total allowance	432
Expense for rent.....	300
Expense for clerk.....	260
Total.....	560

Or a deficit of \$128 per year out of my salary.

I also purchased fixtures, consisting of up-to-date keyless boxes, general-delivery and money-order windows, safe, typewriter, etc., at a cost of \$650.

In 1918 the office was destroyed by fire and I was compelled to rent the only available place in Riverdale, for which I paid \$50 per month for three months and \$40 per month for the remaining nine months, a total of \$510 rent for the year. This did not include heat, light, nor fixtures.

My expenses were then as follows:

	Per year.
For rent, 3 months, at \$50.....	\$150
For rent, 8 months, at \$40.....	360
Total rent.....	510
For clerk hire, at \$40 per month.....	480
For rent of fixtures, at \$18.50 per month.....	220
For heat, 8 tons coal, at \$11.50 per ton.....	92
For light, at \$1.50 per month.....	18
Total expenditure.....	1,320

Allowed by Post Office Department:	Per year.
For rent -----	\$450
For clerk -----	450
Total allowance -----	900
Total expenditures -----	1,320
Total allowance by department -----	900
Total -----	420
Salary -----per year--	1,200
Deficit -----do-----	420
Total salary per year (or about \$65 per month) -----	780

The office is open all day and night and holidays, and the general delivery from 7 in the morning until 6 in the evening, or 11 hours.

I am bonded for \$1,500 and responsible for all money orders and postal funds and supplies.

It is almost impossible to get a clerk for \$40 a month, when girls from 16 to 17 years of age are receiving salaries amounting to from \$1,200 to \$1,800 per year under the Government, and of course will not consider such small pay.

I would suggest a living wage for clerks; a salary of at least \$1,600 per year and up for third-class postmasters; that the department either furnish all fixtures or allow postmasters the rents of boxes until fixtures are paid for, after which they would become the property of the Post Office Department.

The rent of the boxes now goes to the Post Office Department.

My box rents average \$75 per quarter, or \$300 a year.

(The brief referred to follows:)

BRIEF FILED BY MRS. AGNES C. KLINGER FOR SAMUEL A. WYVILL.

Finding that it will be almost impossible for me to appear before you, I beg to submit the following in behalf of one of the most deserving, if not the most deserving of all postal employees, viz, the central-accounting third and fourth class postmaster. Upon this class, of which I happen to be one, has been imposed a large part of the work that was formerly done in the auditor's office and the Division of Stamps at Washington, in addition to the regular routine work of other offices of the same grades.

This work was first transferred to us about September, 1917. Under the system my office is charged with and held responsible for all stamp stock in Prince Georges County, except Riverdale and Laurel offices, which have recently been changed to direct-accounting offices. All the other offices in the county render their reports to me, and I am required to examine them and embody them in my report to the auditor, so that my report covers the whole county except the two direct-accounting offices above mentioned. The auditing of these accounts was formerly done by the auditor.

Then I have to keep an account with every district postmaster in the county and supply stamps and other stock for those offices. To enlighten you as to what this means, my records show that during the year 1918 I mailed out \$160,913.33 worth of war savings and thrift stamps; \$1,727.80 worth of documentary revenue stamps, and \$64,421.33 worth of postage stock (since then the proprietary revenue stamps have been added to the list), or a total of \$227,062.46 worth of stock handled as extra work. I sent out these under 1,754 registered letters and packages, or a daily average throughout the year of \$756.87, under six registers. This work has always heretofore been done by the Division of Stamps. Can any fair-minded man ask or expect all this of anyone without extra compensation? It seems incredible, yet that is exactly what the class, in whose behalf I am writing, has been required to do for over two years past.

The above does not begin to enumerate the tasks we have to perform by reason of such work. No one can imagine the correspondence required of us.

For instance, on July 1, the price of stamped envelopes changed. The most of the postmasters at the small post offices pay very little attention to such changes and fully 50 per cent of the reports sent me had to be returned, with a letter of explanation to the district postmasters, for correction. There is really hardly any comparison between the work of a central-accounting postmaster and a district postmaster at the same grade office, yet we work for the same compensation.

During the war, I performed this extra work feeling that I was perhaps helping our Government, that I was backing my brother and the other boys in the trenches, but now that victory has come, there is no sane reason why we should be required or expected to do all this work free.

I believe that the salary plan should be revised so as to give postmasters at least 33½ per cent more compensation than they receive at present, and that, conservatively estimating, central accounting postmasters at third and fourth class offices should receive 20 per cent additional by reason of the extra work required on them. We should also receive back pay for the many hours of hard overtime work performed during the past two years.

I thank you for giving me an opportunity of presenting my position, and I beg your just consideration of same.

Respectfully submitted.

SAMUEL A. WYVILL,
Central Accounting Postmaster.

UPPER MARLBORO, MD., October 6, 1919.

STATEMENT OF MR. R. M. JANNEY, GLOUCESTER, VA.

Mr. JANNEY: Gentlemen of the commission: There are a number of things I wish to bring up in behalf of the third-class postmasters.

My salary was \$1,100 at the beginning of the war, and soon after, according to the Postal Laws and Regulations of 1913, it should have been raised to \$1,500, but there was a law passed that no postmaster of the first, second, or third class should be raised in time of war. Since the war it has been raised. My office is central accounting. I have 43 to account for, including my own. I originally had 47, but 4 have closed. My Congressman has written to me several times to try to get some one to take these offices, but it is impossible. If you understand the central accounting postmaster's duties, you will realize what he is up against. As the district postmaster is often careless in making his reports or does not care, as he is poorly paid, the reports have to be corrected. Often this can be done by calling the district postmaster over the telephone; many times it takes several calls before he can be reached; at other times his reports have to be returned to be signed, postmarked, or to get additional information before they are passed. Out of 42 district reports in the last quarter, I returned 27 and a letter to each one explaining why, and asked them to make the necessary corrections. When they were returned, the stamps had to be counted, wrapped, and registered. We are not only responsible for the postage stamps and stamped paper, but for the war-savings, thrift, documentary, and proprietary stamps. Each account has to be kept separate, and when the reports come in it is just as important to collect 2 cents as it is a larger amount. The district postmaster does not seem to realize this and often neglects to inclose it. I have written as many as five letters to collect 2 cents.

Mr. ROUSE. How many offices report to you?

Mr. JANNEY. Forty-two.

Mr. ROUSE. And what is your salary?

Mr. JANNEY. \$1,500 now. It was \$1,100 prior to July 1, 1919.

Mr. ROUSE. How much is allowed for clerk hire?

Mr. JANNEY. \$600 now, prior to August 1, 1919, \$300.

Mr. ROUSE. How many rural routes are there out of your office?

Mr. JANNEY. None.

Mr. ROUSE. Are there any star routes?

Mr. JANNEY. Yes; five. But I have an extra allowance for that.

Mr. ROUSE. How much are you allowed for separation?

Mr. JANNEY. Prior to August 1, 1917, \$1,020; was then reduced to \$492, and inspector was sent in to see if the separation at my office could be cut down, as it seemed too heavy for a small office. He counted the pieces which were handled, this being an unusually dull time of the year and the duller days of the week. I did not begin to get an average count, as it fluctuates a great deal.

Mr. ROUSE. How many money orders do you issue?

Mr. JANNEY. From July 1, 1918, to June 30, 1919, issued 1,006 orders, amounting to \$7,793.53; paid out \$14,642.58.

Mr. ROUSE. How many people have you helping you?

Mr. JANNEY. I have two. I have to have my wife to help me, because the salary is so small, it is impossible to get anyone else to work for it.

Mr. ROUSE. What do you pay?

Mr. JANNEY. I pay my assistant \$65. I have trouble in keeping her at that, and could not keep her if she were not married. I have to put my wife in as clerk and pay her \$30, and at central accounting I hire extra, as we are distributing so much of the time.

Mr. ROUSE. How many mails do you have incoming and outgoing?

Mr. JANNEY. Five each way.

Mr. MOON. You say you have five star routes?

Mr. JANNEY. Yes, sir; five.

Mr. MOON. How many rural routes?

Mr. JANNEY. None at all. All the mail is handled by star route; geographical peculiarities make this necessary. You can not very well supply the county by rural routes. The patrons are satisfied with star-route service. We are 22 miles from the railroad, and are supplied with a truck. We also have steamboat service. There has been a fight between the Post Office Department and Department of Justice since the boats have been under Government control. The service is not of the best on boats.

Mr. STEENERSON. Is your county mountainous?

Mr. JANNEY. No, sir; it is flat.

Mr. STEENERSON. Why can't you have rural routes?

Mr. JANNEY. Because the mail has to be brought in by star route and then sent to the adjoining counties and if supplied by rural routes it would be impossible to give the people both incoming and outgoing the same day. There is another point I would like to call your attention to, is the way most of the stamps are sold. I only have two customers that buy them in five and ten dollars lots; the town only has about 300 inhabitants; the balance of the patrons are farmers; all of them buy their stamps from one up, as they need them, even if they come to the office several times a day; that adds a great deal of unnecessary work. If I could only get them to buy a week's supply, it would considerably reduce the work. They treat parcel post in the same manner.

Mr. STEENERSON. They are canceled there, aren't they?

Mr. JANNEY. We do not get paid by cancellation.

Mr. STEENERSON. You don't sell the stamps, you mean.

Mr. JANNEY. We sell the stamps, but I am trying to show the amount of labor needed. Some one has to be at the stamp window all the time.

Mr. STEENERSON. They don't buy in large quantities?

Mr. JANNEY. We can not get them to. When I was a fourth-class postmaster, at \$800 a year, I was better off than now.

Mr. ROUSE. What is the total amount of money you received in a year, counting your salary and allowance?

Mr. JANNEY. Twenty-five hundred and ninety-two dollars for my salary and clerks.

Mr. ROUSE. And how much do you pay out?

Mr. JANNEY. Over \$3,000 a year including my salary.

Mr. ROUSE. Does the Government have a lease on your property?

Mr. JANNEY. They pay the rent of \$24 a quarter. I have written several times that the owners want more rent and I am liable to be put out of the building.

Mr. ROUSE. Do they pay the light and heat?

Mr. JANNEY. The department pays \$25 a year for fuel alone. Nothing for light. My lowest bid was \$100 for fuel this year. It is almost impossible sometimes to get supplies enough to keep going. The third-class postmaster has to furnish his own fixtures. The department draws the rent from the boxes. I was told by an inspector that my boxes were not adequate for my office, but can not see my way clear to make an investment of \$600 where I get nothing back.

Mr. ROUSE. Your office pays \$1,500; the Government will take a lease on that office and require the proprietor to furnish the fixtures, fix up the place. You ought to make application to the First Assistant to lease that property or have an inspector sent down there to take a lease for 10 years on some property. You have a \$1,500 office with six star routes, and you have enough business to justify that.

Mr. JANNEY. For instance, I have to pay \$2.50 per month for telephone rent; \$12 a year vault rent. I know there are no allowances for these, but as a central accounting office it is impossible to get along without a telephone, and the large stock of stamps would not be safe without the vault. The district offices call over the telephone for their supplies. There has been enough money wasted in forms, etc., by the smaller offices ordering more than they need to give the central accounting office a reasonable salary.

Mr. STEENERSON. Wasted?

Mr. JANNEY. Wasted.

Mr. STEENERSON. Can't you prevent the waste?

Mr. JANNEY. For instance, when a fourth-class postmaster wants a special form, he would order several and never use them. You can collect a truck load of old forms in my county. Every form should be kept by the central office, as the stamps are, and when a district office needs one, he could phone for it. If the central office got a little more salary, he could give this the proper attention it needs.

Mr. ROUSE. That is a matter of administration.

Mr. STEENERSON. How much would be a reasonable clerk-hire allowance for doing the work of central accounting.

Mr. JANNEY. I think \$15 a year for each office.

Mr. STEENERSON. You have 43.

Mr. JANNEY. Forty-three, including my own. You should credit a man with the number of offices he has to handle. Some have only four and from that up.

Mr. STEENERSON. That would be over \$600.

Mr. JANNEY. Yes, sir. I have to work Sunday at the end of the quarter. I have about 10 days' work at night—it is impossible to do it in the day, as I have so many interruptions. We have to check each report on postage, war saving and thrift, documentary, and proprietary stamps and keep a record of each separately. Keep a record of star-route carriers and make reports. A great many stores in the county send to my office for their proprietary stamps instead of buying at their own post office. All the lawyers, county clerks, and many other people buy the documentary stamps they need, instead of keeping them on hand, all of which adds a great deal more to our work than we used to have, but as yet we get no pay for it.

STATEMENT OF MR. H. M. BOWMAN, ANNVILLE, PA.

Mr. BOWMAN. Mr. Chairman and members of the commission, I represent the third-class postmasters of the State of Pennsylvania. There are 393 third-class postmasters in the State with an average salary of \$1,413. The average clerk-hire allowance of these offices is \$441, ranging from \$300 to \$800 allowance for the highest paid, or \$1,900 postmaster. We issue on an average—\$150 is a high average—for post-office money orders issued, plus a possible allowance of 100 special deliveries a month; that is a high average, and the amount we receive is about \$2,000, a little over \$2,000, and from that a man must pay his clerk hire. You can get a lady for about \$75 a month, and you daren't be too choice at that. In my office, for instance, I had two ladies and each worked five hours a day and I paid them \$50 apiece.

Mr. ROUSE. How much do you receive for clerk hire?

Mr. BOWMAN. \$800. In addition to that I have my sister, who assists occasionally when I need her, and my wife has been working regularly for a long time, which is the condition in practically all the higher-grade third-class post offices.

Mr. ROUSE. Is yours an accounting office?

Mr. BOWMAN. No, sir. It is not. The allowance for clerk hire in the higher-grade third-class post offices is entirely inadequate. As soon as my salary is increased to \$2,000, then I get an assistant postmaster and as many clerks as I need. For instance, I have a second-class postmaster and he is only 5 miles away from me. His allowance for clerk hire and an assistant postmaster is \$3,200 higher than mine, and yet his salary is only \$100 higher. His people work 8 hours a day; we are compelled to work an average of at least 12 hours and most of the third-class postmasters work 14 hours. We have to work from 6 in the morning until 8 in the evening, which is what most of them are doing. We are compelled to do that because we can not get clerks for the amount the Government is allowing at the present time, and you can not ask a clerk to work even 8 hours a day for \$50 a month.

In handling the mails, the third-class postmasters are returning to the mail-bag distributaries from 10 to 30 canvas sacks a day, which shows these offices are handling the mail from the larger offices which are deriving the benefit of the revenue. In other words, Chicago and New York offices dump in anywhere from 5 to 10 sacks of mail a day.

Mr. ROUSE. Third or second class matter?

Mr. BOWMAN. Mostly parcel-post and third-class matter. They throw that in on the third-class post offices and they return these sacks because they have no use for them, and the average is about 20 sacks a day, and it shows that these third-class offices are handling the mail of the larger cities from which we derive no benefit as far as revenue is concerned. We handle the revenues of the postal savings and the war savings, in addition to what we handled when the basis was fixed in 1883. In the spring of the year, when the income-tax reports are to be made out, the third-class postmasters are called on and I have had as high as eight in a day for days in succession who came there to have assistance in making out their income-tax returns, and we get nothing for that. One of the poorest men in the service to-day is the village carrier.

Mr. ROUSE. You are not required to make out these income-tax returns, are you?

Mr. BOWMAN. No, sir; we are not. But they come there, most of them, because they have no one to go to. You can hardly turn them down. You are the servant of the Government and you are under a sort of moral obligation to assist them.

Mr. ROUSE. You are the most prominent and best-posted man in the community.

Mr. BOWMAN. You are supposed to be, at least.

Mr. STEENERSON. I thought they usually went to the bank.

Mr. BOWMAN. We have two banks in our town, and I know from personal knowledge that they had a revenue collector make out their reports. I know they got a specialist in that line and paid him \$15 to make out the reports.

I want to say a word about the village carrier. He starts at \$55 a month. They handle as much mail as most city carriers, even more.

Mr. ROUSE. Does he help you in the office?

Mr. BOWMAN. If he has the time. He is only supposed to work eight hours a day, but they can hardly find any time to give to the office when they work eight hours a day and make two deliveries and three collections a day. We have one carrier who serves a population of over 3,000 people. He makes two deliveries and three collections a day. He carries on an average 51 pounds on each trip. He delivers over 400 pieces of mail on each trip and he starts at \$55 a month and now is only getting \$78 a month. He should have a substantial increase.

Mr. STEENERSON. There is one thing I would like to know; that is the expense of this circular mail. How long have you been in the service?

Mr. BOWMAN. Since last October.

Mr. STEENERSON. I was going to ask if there had been a large increase in that circular mail.

Mr. BOWMAN. Yes, sir. I was connected as an extra man under the former postmaster and did all his report work and, in his absence, had charge of the office.

Mr. STEENERSON. What can you say about whether or not there has been a very large increase in that circular mail?

Mr. BOWMAN. There has been an increase of over 50 per cent in the incoming mail in the past several years, and especially in parcel-post matter from the mail-order houses.

Mr. STEENERSON. That is fourth class?

Mr. BOWMAN. Circular matter. There has been a large increase also in parcel post. Parcel post has increased more than 50 per cent from offices like Chicago and New York, where they have Sears-Roebuck & Co. and Montgomery-Ward and those stores.

Mr. ROUSE. What was your business before you went into the post office?

Mr. BOWMAN. I was teller in the bank.

Mr. STEENERSON. What have you to say about increased postage on first, second and fourth class matter?

Mr. BOWMAN. I believe there should be an increase on first, second, and fourth class. On second class I have this experience. We have a college in our town that issues a college bulletin, it is only a pamphlet, two leaves. They issue that every week and they send out 300 in the town and county. They weigh on an average only nine pounds for the two or three hundred.

Mr. ROUSE. Would you put a postage rate on that?

Mr. BOWMAN. I would put a minimum of 1 cent on each of those copies. You can't handle it for less. We handle these 300 copies, and most of the students get it through the general delivery window.

Mr. ROUSE. What about catalogues?

Mr. BOWMAN. Catalogues should be subject to the third-class rate instead of the parcel-post rate, as coming under book form.

Mr. ROUSE. What about magazines?

Mr. BOWMAN. I believe that the schedule at the present time is fair on the zone rate, based on the advertising space.

Mr. STEENERSON. What is the compensation of the village delivery carriers?

Mr. BOWMAN. He starts in at \$55 a month and is increased now—he is in the service two and a half years—and with the last emergency appropriation, he is only getting \$78 a month at the present time.

Mr. STEENERSON. That would be how much a year?

Mr. BOWMAN. Nine hundred and thirty-six dollars.

Mr. STEENERSON. Well, I understood that the bill which passed the Senate provides for \$240 for all. That would increase him \$240?

Mr. BOWMAN. Yes, sir.

Mr. STEENERSON. Would that be sufficient?

Mr. BOWMAN. No, sir; in comparison with what the city carriers get, who are not handling any more than he is. The city carriers,

5 miles distant, are handling less mail than he is, and carrying less weight, and are getting \$1,400 a year.

(Mr. Bowman submitted the following papers:)

STATEMENT FILED BY H. M. BOWMAN, ANNVILLE, PA.

In behalf of the 393 postmasters of the third class of the State of Pennsylvania, I present the following facts and suggestions for the consideration of your honorable commission:

Average annual salary of third-class postmasters of the State, \$1,431.

Average annual allowance for clerk hire, \$441.

The offices receive and dispatch an average of six mails daily.

Most postmasters of the third class are working an average of 12 hours daily, because the Government does not provide sufficient funds for the help necessary for shorter days.

The average which third-class postmasters must pay from their own salary is about \$500 annually. In addition to this deficit in allowance most postmasters use their relatives to assist during busy seasons and their assistance means good service to the patrons without reimbursing the postmasters.

We are compelled to furnish all janitor service, including brooms, brushes, etc.

The allowance in many of these offices for heat and light is entirely below cost of production.

Postmasters at third-class offices are supplying the means of delivery for the mail-order houses, while the revenue accrues to the mailing office.

We are handling the parcel post with the same clerk-hire allowance regulated by the law of 1883, with small emergency appropriations. This volume of business is shown by the fact that third-class postmasters return to mail-bag depositories daily from 10 to 30 sacks per postmaster, which shows that we are delivering the parcels for which some other office is paid.

During the past five years the postal revenue has increased fully 50 per cent.

Postal savings has increased materially. War savings and revenue business has been added, which will continue for a long time until all war stamps have been redeemed.

These added duties and responsibilities which we now have should entitle us to some material advance which would enable us to partly meet the increase of about 80 per cent in living expenses.

When the existing salaries were fixed there was simply a postal business, with a comparatively small money-order business in addition.

The third-class postmasters of Pennsylvania feel that they are entitled to an increase of at least 35 per cent on the present salary basis.

The Post Office Department should provide the necessary clerk hire for these offices on a basis similar to the system now in effect in second-class offices. The present allowances are no inducement to enable postmasters to secure efficient help.

Sufficient allowance should be made for heat and light to all offices. The present rate of allowance for clerk hire is so unequal to second-class offices that it needs little explanation.

A postmaster with a salary of \$1,900 receives \$800 allowance, while a salary of \$2,000 carries with it an assistant of about \$1,400 and at least one, and in most cases two clerks additional.

Another employee who receives the least pay is the village carrier. He starts with a salary of \$55 a month. In some offices he delivers an average of 44 pounds, or over 400 pieces per trip, while he makes two deliveries and three collections daily. The village carrier should have at least 50 per cent increase in salary.

We believe that all postmasters should be granted a regular leave of absence of at least 15 days annually, the same as carriers now enjoy

With these facts, it is apparent that our main claim is for sufficient clerk-hire allowance and a substantial increase to partly meet the added responsibilities and high cost imposed upon us through no fault of the postmasters.

Postmasters at third-class offices should be paid salaries in accordance with the following schedule:

	Salary.
Gross receipts \$1,900 to \$2,100-----	\$1, 650
Gross receipts \$2,100 to \$2,400-----	1, 800
Gross receipts \$2,400 to \$2,700-----	1, 950
Gross receipts \$2,700 to \$3,000-----	2, 100
Gross receipts \$3,000 to \$3,500-----	2, 250
Gross receipts \$3,500 to \$4,200-----	2, 400
Gross receipts \$4,200 to \$5,000-----	2, 550
Gross receipts \$5,000 to \$6,000-----	2, 700
Gross receipts \$6,000 to \$7,000-----	2, 850
Gross receipts \$7,000 to \$8,000-----	3, 000

THIRD-CLASS CLERK HIRE.

Third-class postmasters should be granted allowances for clerk hire according to the following schedule:

Postmaster's salary :	Allowance clerk hire.
\$1,650-----	\$600
\$1,800 -----	700
\$1,950 -----	800
\$2,100 -----	900
\$2,250 -----	1, 000
\$2,400 -----	1, 100
\$2,550 -----	1, 200
\$2,700 -----	1, 300
\$2,850 -----	1, 400
\$3,000 -----	1, 500

FOURTH-CLASS POSTMASTERS.

Fourth-class postmasters should be paid in accordance with the following schedule:

At fourth-class offices the gross receipts of which are less than \$100 per annum, the salary of the postmaster shall be \$150 per annum :

	Salary.
Gross receipts \$100 to \$200-----	\$300
Gross receipts \$200 to \$300-----	400
Gross receipts \$300 to \$400-----	600
Gross receipts \$400 to \$600-----	750
Gross receipts \$600 to \$800-----	900
Gross receipts \$800 to \$1,000-----	1,000
Gross receipts \$1,000 to \$1,200-----	1,100
Gross receipts \$1,200 to \$1,400-----	1,200
Gross receipts \$1,400 to \$1,600-----	1,350
Gross receipts \$1,600 to \$1,900-----	1,500

Fourth-class postmasters should be allowed for the items of rent, fuel, and light a sum equal to 25 per cent of their compensation.

STATEMENT OF MR. F. L. WILLEY, BRIDGEVILLE, DEL.

Mr. WILLEY. Gentlemen, I have a questionnaire covering all the stages of the situation and I would like to file my brief and answer questions. I will give you a compilation of the deficit as taken from the postmasters' salaries:

The \$1,700 postmasters receive \$1,147; the \$1,400 postmasters, \$1,009; the \$1,300 postmasters, \$942.30; the \$1,200 postmasters, \$879.

That deficiency comes, in some cases, from the rent, light and fuel being less than what they have to pay, but mostly from the clerical allowance. The clerical situation in Delaware, which is a small State, is that you can not get anybody under \$15 a week. Girls in stores, 14 years old, make \$14 and \$15 a week, and the result is that we have to go out and spend our own money.

Another point; in my own office I have four rural carriers. I have been in the postoffice since 1915. At that time they were receiving \$1,100, I think. Now they are receiving \$1,548. They start work in the morning at half past 9, and return and check out again at half past 1 and they have no responsibility and I work there an average of 11 hours a day and receive less than they do.

Mr. MOON. What do you get?

Mr. WILLEY. \$1,700. When the deficiency is taken into consideration, I have \$1,200 left.

The CHAIRMAN. How large an increase do you think you ought to have?

Mr. WILLEY. I judge the third-class postmasters would be glad to get anything they could. I know I would. I think the Advocate of August issue was very good. Speaking for the State of Delaware, we would be very glad to get that.

(Mr. Willey filed the following brief:)

BRIEF FILED BY MR. FRED L. WILLEY.

Gentlemen of the Joint Commission on Postal Salaries: I am here representing every third-class postmaster in the State of Delaware.

It is our desire to present facts and conditions as they now exist in Delaware.

1. We are working on a postmaster's salary basis, made by Congress March 3, 1883 (and as a patriotic duty), was not allowed to advance our salaries during the war, to say nothing of the extra work that fell to our share, as our questionnaires will show.

2. Our allowances for clerical services, will not average as good as the law Congress enacted August 24, 1912, for that purpose.

I have the statistics here, relating to the compensation received by the postmasters of our association, as follows:

Post office.	Post-master's salary.	Clerical allowance.	Expected expenditures.	Deficit.	Post-master's balance.	Average.
Middletown.....	\$1,900.00	\$800.00	\$1,319.00	\$585.00	\$1,315.00	\$1,137.79
Smyrna.....	1,800.00	800.00	1,310.00	510.00	1,290.00	
Bridgeville.....	1,700.00	750.00	1,250.00	500.00	1,200.00	
Delmar.....	1,700.00	672.00	914.00	242.00	1,458.00	
Edgemoor.....	1,700.00	84.00	420.00	336.00	1,364.00	
Harrington.....	1,700.00	500.00	1,590.82	1,090.82	609.18	
Marshallton.....	1,600.00	580.00	590.00	10.00	1,590.00	
Clayton.....	1,500.00	708.00	1,050.00	342.00	1,158.00	1,019.00
Felton.....	1,400.00	480.00	907.00	487.00	913.00	
Selbyville.....	1,400.00	480.00	920.00	440.00	980.00	
Wyoming.....	1,400.00	564.00	810.00	246.00	1,154.00	
Greenwood.....	1,300.00	360.00	708.00	348.00	952.00	942.30
Millshoro.....	1,300.00	420.00	727.80	307.80	992.20	
Rehoboth Beach.....	1,300.00	700.00	1,000.00	300.00	940.00	
Yorklyn.....	1,300.00	480.00	949.00	415.00	885.00	879.00
Frankford.....	1,200.00	480.00	808.00	328.00	872.00	
Milton.....	1,200.00	96.00	410.00	314.00	886.00	
Average for all.....						1,050.37

Gentlemen, I have laid these facts before you briefly, and I beg you to give them your most careful consideration; you can readily see that not only our rural carriers in many cases are receiving more compensation than the postmasters themselves, therefore considering the present cost of living, the members of our association ask that we be compensated in proportion to those of like responsibility. I thank you for the privilege you have given our association in coming before you.

SECOND-CLASS POSTMASTERS.

STATEMENT OF MR. M. J. PORTER, WAYNE, PA.

Mr. PORTER. Mr. Chairman and honorable members of this commission, I have been appointed by the Postmasters' Association of Pennsylvania to present to you briefly the causes, the reasons why we believe the second-class postmasters should be additionally compensated over and above the present rate of salary.

We base our conclusions from the fact that some 35 years ago or more the schedule of the present salary was based upon. Since that time, or in the past few years, we have had added to the duties of the postmaster 50 to 75 per cent. Twenty-five or thirty years ago the postal business was the main institution of the Postal Department. The revenues at that time were a great deal less than they are at the present. We claim that a salary based on receipts according to a schedule instituted or inaugurated some 35 years ago does not measure up to the present-day needs.

There has been added—relative to post offices of the second class particularly—the war savings, the postal savings institution, which I believe will be and has been firmly established and will continue to remain a part of the duties, and also an increased responsibility, an increased volume of mail, both in first-class mail and the parcel post. This has increased, from the various reports received from the postmasters of that organization, averaging from 45 to 50 per cent in the last five years. These additional responsibilities have been recognized by the department by the increased demand for bond. Person-

ally, mine has been increased \$2,000 over last year, because, as I believe, of the additional responsibility.

The war saving stamps, while not of a permanent character, nevertheless require specific and special duties on the part of the postmaster. The registration of alien enemies, both male and female, fell to the lot largely of the second-class postmasters. The recent Liberty loans required and received considerable effort on the part of the postmasters of the second class; and I am glad to say that, by their action, by proving themselves, in that action, as loyal Americans, with the additional duties and additional responsibilities, they acted like true and loyal Americans and considered more the interest of the country than themselves. There has been a sacrifice made in order that these obligations may be met honestly, intelligently, and loyally, without a demand, without a request, up until the present time, for an increase. Why? Right in our own midst, the office in which we work, all around us, from the substitute up, have received increases. Not that they are not entitled to it, because I firmly believe we are. We, as loyal Americans, stood firm, performed our duties honestly and efficiently, because of the big crisis that confronted the country, and we come down here now, not as simply asking or soliciting alms or expecting something to be granted for the simple reason that others are having their increases granted, both inside and outside of the department, in every institution and business house all over the world, in this land particularly. Wages have increased—a fact well known to you all. We have, with others, been obliged to meet these new conditions, and we have been obliged to meet them on a salary based back 35 years ago; and in all fairness, I think, with those additional duties, with those additional responsibilities imposed on us, and I think it will follow in the future along the same lines, that we can honestly ask for the fair and favorable consideration of an increase in salary to meet and take care of these duties and the expense attached thereto because of present conditions.

Mr. ROUSE. What do you think would be a fair increase?

Mr. PORTER. According to Government statistics, as I can understand them, there has been an increase in the cost of living in general, and even by strict economy in my own home, my personal expenses have advanced at least 50 per cent, by strict economy. You take the question of rent, for instance; it has advanced on me from \$25 to \$35. These are not extraordinary things. These are facts, gentlemen. You take the coal in my cellar that I put there two months ago. I am paying at least twice what I paid for it five years ago. These are facts that you are well aware of. Take the shoes that go on my feet. Those I paid \$4 for five years ago, I now have to pay \$8 for. Now, then, in order to meet that increase, I believe, by careful and strict economy, we, with these additional burdens and responsibilities, are entitled to an increase of 35 per cent. Not 60 per cent or 50 per cent, gentlemen. I do not propose and no American can expect or propose to ask for 50 or 60 per cent or 75 per cent, when he knows in his own heart he can not obtain it. I believe there is an honest ground that can be reached between individuals and corporations, between the department and its employees, on a common basis of compensation for services rendered, and I believe it can be met, and you will find, I believe, that 98 per

cent of the postal employees of this Government are true and loyal Americans and will stand on a fair basis in conducting the affairs of the Government.

Mr. MOON. What is your salary now?

Mr. PORTER. \$2,400 a year.

Mr. MOON. What is your net salary?

Mr. PORTER. My net salary. It would possibly be about \$2,300. I pay for, provide, two boxes—they are about two foot square—to keep my stamps in over in the bank. I pay a rent in that bank for the safekeeping of those boxes out of my own pocket. We have an allowance of \$100 a year for janitor. You can not obtain a man to give you the service you need for \$100.

Mr. ROUSE. Is that a Federal building?

Mr. PORTER. No. I also contribute out of my own pocket a dollar or two for extra work.

Mr. MOON. For the payment of expenses you pay out of your own pocket about \$100?

Mr. PORTER. Yes, sir.

Mr. MOON. How long have you been getting that salary?

Mr. PORTER. Five years.

Mr. MOON. What did you get previous to that time?

Mr. PORTER. I think my predecessor's salary was the same as mine, and how far back that went I do not know.

Mr. MOON. How much?

Mr. PORTER. My predecessor got the same as I did.

Mr. MOON. I know, but what was your salary?

Mr. PORTER. Oh, in other business. Well, it ran from \$2,000 to \$3,000 at that time.

Mr. MOON. Your salary five years ago?

Mr. PORTER. Yes, sir. It was a business and not a salary.

Mr. MOON. That office has been reduced, then, has it?

Mr. PORTER. I am not talking about the office now.

Mr. MOON. I am talking about your office.

Mr. PORTER. That has remained the same for, possibly, 10 years. My appointment dates back five years or a little more than that.

Mr. MOON. I was not inquiring about your private business. I wanted to know what your salary as postmaster was.

Mr. PORTER. \$2,400 all the time.

Mr. MOON. All the time?

Mr. PORTER. Yes, sir.

Mr. MOON. For how long now?

Mr. PORTER. I have been there about five years and six months.

Mr. MOON. What was it before that?

Mr. PORTER. My predecessor received \$2,400.

Mr. MOON. How many years before? Before you went in?

Mr. PORTER. That I am not acquainted with. The last year, and possibly the last four years, the salary of my predecessor was the same.

Mr. MOON. Now, then, you think your salary ought to be how much?

Mr. PORTER. Well, in order to meet conditions, and as compensation for services rendered, it should be, in my judgment, and the judgment of our association and the members thereto belonging.

there should be an increase of 30 to 35 per cent on our present salary.

Mr. MOON. Making the salary thirty-odd hundred dollars?

Mr. PORTER. Well, in the neighborhood of \$3,000 to \$3,200; yes, sir.

Mr. STEENERSON. Does it require your whole salary to pay your living costs?

Mr. PORTER. I might say yes, and I might say no. As far as the actual living, it wouldn't require \$200 a month to actually live, but it put me in a position where I could save \$100 now where five years ago I could save \$200. I need not explain the cause of that.

Mr. STEENERSON. What are your actual living expenses? Do you spend \$100 a month?

Mr. PORTER. By strict economy they are \$165 to \$175 a month, not including contributions to charity. I am taking in the family and the rent and my coal.

Mr. STEENERSON. How many children have you?

Mr. PORTER. Two.

Mr. STEENERSON. That would include all expenses, would it?

Mr. PORTER. Well, I don't know whether it would or not. It would be like this: I could, as I do now, make some articles of wear last longer, and taking care more particularly to meet the new conditions, and if I was to buy to-day the same amount that I lived on, the same amount of clothes and food and coal, etc., as five years ago, I should say no. A hundred dollars wouldn't take care of my family under those conditions.

Mr. STEENERSON. Most of these men that have testified here have made detailed statements of their expenses, that included such necessities as expense of school for their children and church dues and fraternal societies.

Mr. PORTER. Well, if you are going to include that, lodge dues and the doctor's bills, which are part of life, and the education of my children, who are going to the public schools—my taxes enter into that, of course—it will keep you busy. You can't clothe them as you would desire to clothe them. You could clothe them as I was clothed as a boy, because they patched my clothes, but nowadays you can't do that.

Mr. STEENERSON. You could live on the \$1,200?

Mr. PORTER. No, sir; not as a gentleman should live.

Mr. STEENERSON. How much do you contribute to political campaigns?

Mr. PORTER. I would like to give twice as much as I do, but I can not.

Mr. STEENERSON. How much do you give?

Mr. PORTER. It depends on the year; if it is presidential year, I feel like giving more than I do.

Mr. STEENERSON. How much do you give then?

Mr. PORTER. I couldn't give you an accurate account of that. It costs me \$25 or \$30, possibly; possibly it costs \$50. I would give a man his carfare to have him go and vote.

Mr. STEENERSON. You have regular contributions, don't you?

Mr. PORTER. No, sir; no regular, stipulated contributions.

Mr. STEENERSON. You give about \$25 then?

Mr. PORTER. \$25 or \$30; or, maybe, \$50, and I would be glad to give more.

Mr. STEENERSON. Is that based on your salary?

Mr. PORTER. No, sir; that is based on my general expense. If I came to Washington to visit a friend I wouldn't count that as living expenses.

Mr. STEENERSON. Suppose we increased your salary from \$2,400 to \$3,200, how much more would you give?

Mr. PORTER. I don't know.

Mr. STEENERSON. You would be more liberal, wouldn't you?

Mr. PORTER. I expect if we had a first-class man running, and \$25 would elect him, I wouldn't hesitate to give it.

Mr. STEENERSON. Well, I guess we better give you the \$800 more.

Mr. PORTER. Gentlemen, you take our record and look up our record, and I believe we will have a substantial increase. And I believe that will be given to us because we earn it, and not because we are asking for it.

Mr. STEENERSON. What is the name of your office?

Mr. PORTER. Wayne, Pa.

Mr. STEENERSON. What are your receipts?

Mr. PORTER. The receipts will run about \$16,000 a year.

STATEMENT SUBMITTED BY J. T. BUTLER, OF CORAOPOLIS, PA.

Having been selected by the second-class postmasters of western Pennsylvania to appear before your committee and present some facts relative to the conditions in western Pennsylvania, and being in Washington on October 8, but being compelled to leave before the hearing on October 10, I beg leave to file the following statement for your consideration:

The postal receipts of the second-class offices in the western part of Pennsylvania since 1914 have increased between 75 and 100 per cent.

The money-order business has about doubled.

Postal savings business has increased from 500 per cent to as much as 5,000 per cent in some offices.

In addition to the responsibility occasioned by the increased business mentioned above there has been added the responsibility of handling war savings stamps, revenue and proprietary stamps.

Under existing law postmasters' salaries have increased about 8 per cent.

Salaries and wages in the various industries more than 100 per cent in the same period.

The cost of living also having advanced almost 100 per cent, I therefore believe that an increase of 35 per cent on the salaries of second-class postmasters is reasonable and should be granted.

WATCHMEN, MESSENGERS, AND LABORERS.

STATEMENT OF MR. JAMES GILDEA, PHILADELPHIA, PA.

Mr. GILDEA. Honorable chairman and gentlemen, it is apparently a needless waste of your very valuable time to enter into a discussion of the high cost of living. Suffice it to say that as the price of commodities necessary to the sustenance of life and the maintenance of a home have increased to the general public, the watchmen, messengers, and laborers of the Philadelphia post office have not escaped their share of this burden, hence it would seem to me, in the readjustment of postal employees' salaries, it is fair to assume that the watchmen, messengers, and laborers should be favorably considered, at least they should receive the same consideration as the other postal employees, and I would like to particularly emphasize this point: The present salaries of the watchmen, messengers, and laborers are fixed

of \$900 per annum; bonus additional, \$135. The bonus granted to all other post-office employees, up to and including the \$1,300 grade, is \$300 per annum, and in the custodian or Treasury Department the bonus granted for the fiscal year commencing July 1, 1919, is \$240 per annum. You will therefore note that the difference in bonuses commencing the fiscal year of July 1, 1919, was an apparent discrimination against the watchmen, messengers, and laborers.

As commencing this fiscal year we have received an additional compensation, and while it seems, as I previously stated, an apparent discrimination, my impression is that it was not intentional on the part of the Postoffice Appropriation Committees of Congress or the Senate, but rather that the question was not intelligently brought to their attention. Do not misconstrue or misunderstand me to infer that any of the heretofore mentioned are receiving unearned salary or bonus. Far from it. The evidence submitted and the arguments advanced by the representatives of the clerks, carriers, and so on, is undoubtedly convincing testimony that they are considerably underpaid. Such being the case, it should be more than evident that the watchmen, messengers, and laborers, who have not received as great consideration from the Congress of the United States, are certainly very much underpaid.

The watchmen, messengers, and laborers are selected and appointed in accordance with their averages as received in the third-grade civil-service subclerical examination, and since the year 1914 all the appointments in the Philadelphia post office are made from the list of eligibles in this grade. Now, it occurs that in taking this examination that you are eligible for appointment in the field service, within the jurisdiction of the third-grade civil-service district, hence if, for example, A, heading the list of the civil-service eligibles, is appointed to the Postal Service as watchman, messenger, or laborer, he would receive a salary of \$900, plus a bonus of \$135, making a total of \$1,035 per annum, Sundays and seven holidays in the year off, or compensation therefor, and a vacation of 15 days per annum.

The next on the list of eligibles is appointed to a position in the United States Mint. The wages vary; the laborers get \$3.75 per diem; usher, \$1,100 per annum, plus a bonus of \$240, making the salary of the laborer \$4.28 per diem and that of the usher \$1,340 a year. This is also applicable to the customhouse employees, selected from the third grade, and in either of these the appointee would receive 30 days' vacation, exclusive of Sundays and holidays, summer season Saturday half holiday, and 30 days' sick leave per annum. A, therefore, is apparently penalized for his extra intelligence in heading the list of eligibles.

Honorable gentlemen, you are placed in a very precarious position, between the demands of the postal employees and a probable deficit in postal receipts in the event of granting said demands. I believe it is good Americanism as well as sound logic to put forth the argument that the Postal Department should be self-sustaining; but in the maintenance of the department you must have efficiency, and to attain and maintain this efficiency wages must apparently be adjusted in accordance with wages paid in the general field of labor. For example, in Philadelphia, September 2, 1919, the letter carriers' convention, quoting Congressman Goldfogle, of New York, who, in part,

of six. It just won't do it. We have to work out some in the mornings. A man certainly impairs his service to the Government when he works somewhere from 8 to 12 and then goes to work for the Government from 12 to 8. He can't serve those last eight hours as good as if he didn't have to work somewhere else in the morning. That is what we have been compelled to do in the Richmond post office in order to get by.

The people of the community seem to make a demand of the post-office people. They seem to think they ought to live pretty good, because they have got a Government job and work in the post office, never realizing that they are the poorest paid people in the country. In our office we had a colored man digging a ditch to put a pipe down. He said to me, "Reckon I could get a job in the post office?" I said, "Oh, I don't know; there's a lot of red tape about it. What are you making now?" "Four dollars." "Do you reckon I could get a job doing what you're doing?" I asked him. "You're making more than I am." There was a man with no responsibilities at all and he was making \$4 a day. We have to try to keep up our appearances. We have to have a phone in our house. Well, there is no iron-clad rule about it, but the department wants to call you any time they feel like it, and they request you to have a phone. Phone rates have gone up since Mr. Burleson has charge of it. The doctor used to charge \$1 a visit; now he charges \$2.

Mr. MOON. Has the phone bill been reduced any since Burleson quit?

Mr. HODGES. No, sir; they are trying to have it reduced now in Richmond. Nothing has been reduced. The more you probe into the high cost of living, the higher it is to buy your living in Richmond. Everything has gone up. Flour is \$15 a barrel; seven years ago it was six or seven dollars.

The CHAIRMAN. What is the size of your family?

Mr. HODGES. I have four children.

The CHAIRMAN. What age? Are any of them large enough to go to school?

Mr. HODGES. Oh, yes.

The CHAIRMAN. Do you send them to school?

Mr. HODGES. I send one of them. I can't send the boy. He has a job. I send him to night school.

The CHAIRMAN. You had to take that boy from school and put him to work to help support the family?

Mr. HODGES. Yes, sir. \$1,035 won't support the family. During the war I bought three Liberty bonds, paying a dollar a week on them. It was necessary for me to sell those bonds. As fast as I got one nearly paid off, I would get hold of money to finish paying it, and then I would have to sell it. It is the duty of every man to make a living for his family, and to try and make a decent living and post-office people, as I said before, it looks like they are expected to be a little more dignified than the average run of people. They think you ought to wear better clothes. We don't, but they think you ought to. They think you ought to live in a better house than a man who works in a factory or a place like that. That is the imagination they have about people in the post office.

That is all I have to say. I would be glad to answer any questions that I can. The main point is that \$1,035 doesn't buy a living, and

we have to work outside in order to buy that living, and our children have got to go to work before they can get an education. We have to take them from school and put them to work in order to get a living.

STATEMENT OF MR. J. E. WILSON, BALTIMORE, MD.

Mr. WILSON. In response to your request for information concerning the laborers' salary of the post office: We, the representatives of the Post Office Laborers' Association of Baltimore, have stood the ordeal through the great struggle during the great war, and as laborers and faithful servants stood as loyal as though we were in the trenches. While we did not get into the trenches, many of us wanted to do so. We felt that it was our duty to stick to the task that was ours.

While men of all ranks left the service to go to other service to get better pay we stayed and did what we could to back up the boys in the trenches. And we are here, honored gentlemen, to plead with you hoping that you will take under consideration the high cost of living. We find it impossible for us to live and maintain our families on the salary we are now getting.

For instance, here is a family of three, and the cost to maintain this family for a year—

Board.....	\$1, 040. 00
House rent.....	300. 00
Car fare.....	43. 80
Shoes.....	52. 00
Insurance.....	100. 80
Fuel.....	100. 00
Clothing.....	150. 00
Total.....	1, 786. 60

We now ask honored gentlemen, as laborers in the Post Office Department, that we be given 50 per cent more on our present salary of \$1,035 per year.

Mr. ROUSE. How much of a family have you, Ed?

Mr. WILSON. Three. It is my family that is referred to in the brief.

Mr. MOON. Where do you get the extra money you say in your brief you need?

Mr. WILSON. My dear wife has worked so hard that she is now under the doctor's care, trying to help meet these demands. In Baltimore, where we used to get round steak or a roast for 15 cents a pound, we now have to pay 60 cents. It has gone up 300 per cent, flour has gone up 200 per cent, fuel, 200 per cent, and this is how we come to join in asking you to try and give us an increase of 50 per cent.

STATEMENT OF MR. M. HASKIN, BALTIMORE, MD.

Mr. HASKIN. I haven't much to say concerning the matter. I am a delegate from the Baltimore post office.

Mr. MOON. Where do you live? Speak louder.

Mr. HASKIN. Baltimore. Just at this time, with the high cost of living, it has gone far beyond our wages. When Mr. Wilson read

those figures awhile ago, he said three children. I have got seven. You see, it takes more to take care of seven than it does to take care of three. I have five going to school; there is car fare for the two girls twice a day and occasionally for myself, and it is very hard to get along on \$1,035 for a year's work. I have been in the post office for nine years, and I have not lost a day, for sickness or any other cause, and every month I have got my pay regular, but still it is impossible for me to get along.

Mr. ROUSE. How much do you think you ought to have?

Mr. HASKIN. To justify me in living and living decent? Well, not decent, but as well as I can expect, I would say not less than \$1,400 a year to compensate me and keep my family.

Mr. MOON. What do you do now?

Mr. HASKIN. A laborer.

Mr. STEENERSON. What kind of labor?

Mr. HASKIN. I dump sacks and I clean up and help to dispatch; carry mails to the car.

The CHAIRMAN. Carry sacks?

Mr. HASKIN. Yes, sir; I carry sacks.

Mr. ROUSE. Do you distribute any?

Mr. HASKIN. No, sir.

Mr. STEENERSON. Do you do facing?

Mr. HASKIN. Yes, sir.

Mr. ROUSE. Do any of the laborers do any distributing?

Mr. HASKIN. No, sir; not that I know of.

Mr. STEENERSON. What kind of facing do you do?

Mr. HASKIN. Fourth class.

Mr. STEENERSON. Papers and parcels?

Mr. HASKIN. Yes, sir; and parcel post.

Mr. ROUSE. How much of that work do you do?

Mr. HASKIN. I do it continuously, right along.

Mr. ROUSE. I mean how much of this facing do you do?

Mr. HASKIN. In the morning; the first thing in the morning.

Mr. STEENERSON. A couple of hours a day?

Mr. HASKIN. About that; yes, sir.

Mr. ROUSE. That is clerk's work, isn't it?

Mr. HASKIN. If they can get laborers enough it might be laborer's work.

Mr. ROUSE. You mean if they are short of clerks, don't you?

Mr. HASKIN. Yes, sir.

Mr. ROUSE. Have you always done that work during the seven years you have been in there?

Mr. HASKIN. Only recently, since the laborers got scarce.

Mr. STEENERSON. You mean since the clerks got scarce, don't you?

Mr. HASKIN. Yes, sir; since the clerks got scarce. I am satisfied that to live as I should live, I should have \$1,400 a year.

(Whereupon the committee adjourned at 3.30 p. m.)

POSTAL SALARIES

HEARINGS

BEFORE THE

JOINT COMMISSION ON POSTAL SALARIES

CONGRESS OF THE UNITED STATES

SIXTY-SIXTH CONGRESS.

SECOND SESSION

FOR

**GENERAL EMPLOYEES OF THE
POSTAL SERVICE**

HELD AT

ATLANTA, GA.

JANUARY 3, 1920

Volume 1

Part 7



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1920**

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JOINT COMMISSION ON POSTAL SALARIES.

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MARTIN B. MADDEN, Illinois.

GEORGE H. MOSES, New Hampshire.

CECIL A. BEASLEY, *Secretary.*

ISHAM P. BYROM, *Assistant Secretary.*

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POSTAL SALARIES.

SATURDAY, JANUARY 3, 1920.

JOINT COMMISSION ON POSTAL SALARIES,
Atlanta, Ga.

The commission met at 10.30 a. m. at the Piedmont Hotel, the Hon. Thomas M. Bell, presiding.

Present, Senators Moses and Sterling and Representatives Bell and Steenerson.

Mr. BELL. Ladies and gentlemen: You are all doubtless aware of the object of this commission. We are glad to meet you people. We are proud to see the faces of so many intelligent people. When we say intelligent people, we mean that. We do not mean to flatter you, because that would be equivalent to calling you fools. Every man knows his own ability; every man knows his own worth; every man knows his relative position to mankind, to church and State. No man is ever deceived in himself. He may deceive others and others may deceive him, but he is not deceived in himself.

This joint commission, authorized by Congress, is for the purpose of investigating salaries in the Postal Service and the making of a report to Congress by which we might enable you to get proper increases in compensation. I believe the other members of this commission agree with me that a majority, if not the whole, of the postal employees are entitled to increased compensation.

I am proud, so far as I am concerned, that we have had so little kicking, as you might call it, from the postal employees. Less, in my judgment, than from any other people in the country. I have seen no indication on the part of the postal employees and the postmasters in the United States to strike. I am glad of that. I am proud of that, and I commend you for your action in that respect. I regret to say that we had more men engaged in strikes during the war than we had men at the front fighting. That is a deplorable condition, a condition that must change sooner or later and that, I believe, is something we all agree upon.

This commission has undertaken a stupendous work, the biggest work, no doubt, of any commission ever appointed by Congress. We are to deal and are dealing with more than 200,000 postal employees in the United States. That is no little job. We work without compensation—and I think that is right, too. I do not like paid commissions, especially where there is no limited time within which it must report.

We have some distinguished northern and western men on this commission. I have found them very agreeable, very reasonable, very fair, and I believe they are as close to the postal employees of the country as anybody else. I am glad to have them here with me to see the "Sunny South" on a cold day. (Laughter.) I am

glad that they can get a glimpse of Georgia—the greatest State in the Union, of course. (Applause.) And I am glad to have them meet the good people of this part of the country to show them the character and class of men and women we have here, the brave men and the pure women of the Empire State of the South.

Our time is limited, I am sorry to say. I wish we had more time to give you, but we have only to-day to hear you and we will, of necessity, be obliged to limit the time of each speaker. We want to give you as much time as we can, but we must leave here this afternoon for New Orleans. I believe you have representatives selected for the different branches of the service to present your claims, but that doesn't prevent you from filing briefs, or any statement you may wish to make. They can be filed with Mr. Beasley, the secretary of the commission, and will go into the record of the hearings.

I believe the first on the list is a representative of the clerks, Mr. William Brown, of Birmingham, Ala., who has, I believe, arranged for the length of time he will talk. The clerks of that State, I believe, have eight minutes and, of course, if Mr. Brown takes up the entire eight minutes, the other representatives will be cut out. If Mr. Brown is present, we will be glad to hear from him.

CLERKS IN FIRST AND SECOND CLASS OFFICES.

STATEMENT OF MR. WILLIAM BROWN, BIRMINGHAM, ALA.

Mr. BROWN. Mr. Chairman and members of the commission: The conditions in Birmingham are pretty much the same as they are at other places.

Senator MOSES. What is your position in the post office, Mr. Brown?

Mr. BROWN. Clerk-distributor.

Mr. BELL. In the post office?

Mr. BROWN. In the post office. The conditions are very much the same in Birmingham as they are anywhere else. We have the high cost of living to contend with, night work, overtime and all those things. We have scheme study. We have to keep up on that, and it is all done on off time with no compensatory time allowed. There is no time allowed for scheme study. It is all done on our own time. We have also a good deal of overtime, which takes up the regular men. Whoever happens to be on duty when they need this overtime work to be performed is called upon to perform this extra duty, and whoever it hits has got to do that extra time. The overtime runs between two and three thousand hours a month.

Mr. BELL. Are you compelled to make that overtime?

Mr. BROWN. Well, if we have anything we want to be off for, they are not hard on us. They are pretty liberal along that line.

Senator MOSES. How many employees are there in the Birmingham post office?

Mr. BROWN. There are a hundred and six clerks in the Birmingham office and stations.

Senator MOSES. Have you had any difficulty in filling places in the office?

Mr. BROWN. We don't seem to have. They have a good many substitutes working around.

Senator MOSES. Are there plenty of applicants to take the examination.

Mr. BROWN. I haven't heard of any. Some take the examinations and don't take the jobs.

Senator MOSES. How many men resigned from the service in the last two years?

Mr. BROWN. During 1918 there were quite a few, but for the last six months of last year there were very few resignations in our office. Possibly two or three, if I remember.

Senator STERLING. What are your hours per day?

Mr. BROWN. We have eight hours, and some of them have a "swing" of two hours, which stretches it over a period of 10 hours. My regular shift is from 7 in the morning until 3.30 p. m., with 30 minutes for lunch.

Senator STERLING. What is involved in the scheme study?

Mr. BROWN. In the mailing division we have three States—Alabama, Georgia, and Mississippi. They require one State a year. That means you repeat every three years. They examine you on these States. It is divided into two sections. You get one the first six months and one the second six months of the year to put up. To put an examination it will require all your spare time for about four weeks to get up on it and prepare yourself to pass the examination. I think they require about 98 per cent to pass the examination.

Senator STERLING. On the average, how much time each day do you spend in that scheme study?

Mr. BROWN. Two or three hours we will spend on the scheme. From two to three hours a day. Of course it is all memory work. You learn some to-day and forget them to-morrow.

Senator MOSES. Have there been any failures to pass the examinations?

Mr. BROWN. In this distribution?

Senator MOSES. Yes.

Mr. BROWN. They try at times, and if they fall down the first time they go back and study some more and try again. They may make possibly two or three attempts at it. There has been no one put out of the service for failure.

Senator MOSES. Have there been any failures to receive promotions?

Mr. BROWN. None that I know of.

Senator STERLING. But that study is absolutely necessary?

Mr. BROWN. If a man is working in the mailing division, if he don't know the distribution, he is of very little service to the post office. He has got to know this distribution. He has got to know how to put it in the right place as it comes to him. In working out the different trains, we have to know the different routes, where it makes the best connections and the best time. You have to know all that as soon as you look at a letter.

Senator MOSES. There has been a great industrial activity in Birmingham in the past few years, has there not?

Mr. BROWN. Yes. All the manufacturing plants have been running to full capacity.

Senator MOSES. Their scales of wages are higher than those in the post office?

Mr. BROWN. I am acquainted with a machinist in the United States Steel mill there who gets 78 cents an hour. They work him 10 hours a day and for all over 8 hours he gets time and a half.

Senator STERLING. How long has he been getting that 78 cents an hour?

Mr. BROWN. He just left a railroad shop and went to the steel plant. He works 10 hours and gets 11 hours' pay.

Senator MOSES. He is a journeyman machinist?

Mr. BROWN. Yes. He is a machinist. That is his trade. He is a mechanic. Blacksmiths, boilermakers, and all that are pretty much on the same basis from all I can learn. Carpenters get about 70 or 75 cents an hour in our town. Plumbers, of course, are higher than anybody else all the time.

Senator MOSES. You think there have been very few resignations from the office in the last year.

Mr. BROWN. There were more the first six months. I do not think there have been more than three in the clerical force in the last half of the year. They are all hanging on and living in hope.

Mr. BELL. The emergency bill we passed some time ago had something to do with that, I dare say.

Mr. BROWN. It relieved them at the time, but living is going up. It increased in our town about 4 per cent in the month of November. In a couple of months that will be all used up again in the cost of living. Most of our men have families and have little jobs on the outside that they work at after they get through or before they start.

Mr. STEENERSON. Are the clerks well satisfied with the administration of the office as it affects promotions, or is there any complaint there about promotions being unfairly made?

Mr. BROWN. Well, there is not a great deal. Awhile back we had a case. There was a vacancy there and a former carrier had a chance for the place, but they brought in a man from the inspector force and made him superintendent of the carriers. A lot of the boys didn't like that, but that is all over now.

Mr. STEENERSON. But generally they are satisfied that they have been treated fairly in regard to promotions?

Mr. BROWN. I believe they are.

Mr. STEENERSON. Promotions are based on their records, I suppose.

Mr. BROWN. Yes.

Mr. STEENERSON. They are kept by the supervisory clerks?

Mr. BROWN. Yes. I haven't heard any complaints about the way promotions have been made or about who has been receiving the promotions.

Mr. STEENERSON. Or the manner in which the supervisory clerks keep the records?

Mr. BROWN. As far as the records are concerned, we do not know what they are. I haven't seen mine since I have been in the maximum grade of \$1,200 and I reached that grade seven or eight years ago.

Senator MOSES. How long have you been in the service?

Mr. BROWN. Since 1907. I worked for a little while in the Railway Mail Service.

Senator MOSES. What are you receiving now?

Mr. BROWN. \$1,650.

Senator MOSES. That includes the recent increase?

Mr. BROWN. That is all told.

Mr. BELL. We are much obliged to you, Mr. Brown, for your statement.

Mr. Brown submitted the following brief:

BRIEF SUBMITTED BY MR. BROWN, BIRMINGHAM, ALA.

LEGISLATION DESIRED BY THE POST-OFFICE CLERKS OF ALABAMA.

1. There should be three grades of salaries—an entrance salary of \$1,800 and a maximum salary of \$2,400. Special clerk grade should be restored, so that efficiency can be rewarded.
2. The establishment of a court of appeals in order to insure fair and impartial trials, the judges to be appointed by the Justice of the United States Supreme Court.
3. Seniority should govern in the making of promotions, everything else being equal. New clerks entering the service should be required to work six months as distributors in either the city or mailing division in order to give them a general knowledge of mail service.
4. Clerks who are required to put up distribution to routes, study of schemes, and train schedules should be paid according to amount of time consumed and the amount of distribution required.
5. Time off for Sunday should be mandatory and the rate of overtime should be based on the number of working days in each month. Time and a half for overtime. Six hours night work equal to eight hours daywork.
6. That 30 days' annual vacation with pay and 30 days' sick time with pay be granted postal employees.
7. That the committee recommend a retirement measure for postal employees—Sterling-Lehlbach measure preferred.

Mr. BELL. The next speaker is Mr. William Harrison.

Mr. HARRISON. I yield my time, Mr. Chairman, to Mr. Deacy.

Mr. BELL. We will then hear from Mr. D. J. Deacy.

STATEMENT OF MR. D. J. DEACY, TUSCALOOSA, ALA.

Mr. DEACY. I represent the entire force of our office—clerks, carriers, rural carriers. Mr. Chairman, Senators, and Representatives, I know the time is brief and I will endeavor to be brief. I am not prepared to make an argument. In fact, this time was allotted to me owing to the absence of one who should have been here. I think it is very patent to this honorable commission that the service, or the men in the service, demand that they should receive a just and adequate compensation, and may I not be permitted at this time to call your attention to the Congressional Record and the arguments made during the consideration of this \$150 legislation.

Mr. Newton, of Minnesota, asks this question: "Are men leaving trades now to go into the Postal Service?" No! But skilled postal employees are leaving the Government service to accept private employment. That is true the country over.

And again:

Mr. Speaker, I believe that the people of this country expect the Government of the United States to pay its employees an adequate wage, certainly not less than what this same man, under similar working conditions, could receive from a private employer.

Just one more:

Mr. DYER. It is not at the recommendation of the Postmaster General and I believe if we should vote here to increase the pay of these employees \$500 instead of a hundred and fifty, that the President would veto it upon the recommendation of his Cabinet officer, the Postmaster General * * *. We are doing something to help a class of people who have been badly neglected and mistreated and whose pay is far below what it ought to be to give them a decent livelihood.

Now, conditions in our office, gentlemen, are quite different, perhaps, from the general run of post offices. Our post office is of the first class and is a central accounting office for three counties in west Alabama. On the 1st of January three additional post offices have been added to that office for central accounting—Sumter, Green, and Bibb Counties. The acting postmaster has asked for an increase in the clerical force, but it has not been allowed him, and it is nearly four years now since an additional clerk has been given to that office. We have had during that period of time I think four separations from the service—men who have resigned. I only need to mention the last one, who resigned from the carrier force to accept a position in the railroad shops as a laborer in the car department, where he received 45 cents an hour.

Senator MOSES. Was that prior to this recent increase?

Mr. DEACY. Yes, sir.

Senator MOSES. He was then getting 40 cents?

Mr. DEACY. Yes, sir.

Senator MOSES. In the Postal Service?

Mr. DEACY. Yes, sir.

Senator MOSES. He would get 60 cents now, under the new bill?

Mr. DEACY. He wasn't a substitute; he was a regular carrier.

Senator MOSES. How long have you been in the service?

Mr. DEACY. Nearly 18 years.

Senator MOSES. How many clerks are there in the Tuscaloosa office?

Mr. DEACY. Fourteen.

Senator MOSES. What are the receipts of the office; do you know?

Mr. DEACY. Something around \$60,000. Now, our duties in the office: The duties pertaining to my position, particularly, are most everything. We are required to put up a scheme examination of the State of Alabama; we have also to study distribution and are called upon to perform every service in there. The position I am on and the man who works opposite me calls for our working every other Sunday. The men in the railroad shops or any other employment that work on Sunday get time and a half. We are only allowed a straight salary according to the salary we receive for that month.

Senator MOSES. How much are you now receiving?

Mr. DEACY. Fourteen hundred and fifty.

Senator MOSES. All told?

Mr. DEACY. Counting the hundred and fifty increase.

Senator MOSES. After 18 years' service?

Mr. DEACY. After 18 years; and I want to call your attention to what we consider an injustice. There is a man in the service now who has worked a third less number of years than I have who was a carrier, and on account of this increase by percentage he became the "percentage carrier." He was transferred to a clerk's position and is receiving now a hundred dollars more per year than I am. You readily understand how that was. There were so many—a certain percentage of the clerks and a certain percentage of the carriers—entitled to a hundred dollars raise. He became the percentage carrier and carried that into the office and now ranks over the men who have been in the service for 18 or 20 years.

Senator MOSES. Have you any definite suggestion as to what the salaries should be?

Mr. DEACY. The maximum and minimum?

Senator MOSES. Where they should start and where they should end.

Mr. DEACY. Well, I should think that under the requirements of the postal service—what a man is expected to do and the goods he is expected to deliver—that his salary should be nearly seventeen hundred.

Senator MOSES. As the maximum?

Mr. DEACY. No; the minimum.

Senator MOSES. You mean the entrance salary?

Mr. DEACY. Yes; entrance salary; and we believe it ought to go to \$2,400. You must understand that the operation of the post office doesn't depend so much on the supervisory positions and the postmasters who, with all due respect, are sometimes nothing more than a figurehead—men who hardly know the color of a 2-cent stamp.

Senator MOSES. What is your postmaster's salary?

Mr. DEACY. Thirty-one hundred.

Senator STERLING. What is the population of your town?

Mr. DEACY. About 20,000.

Senator STERLING. What industries have you there?

Mr. DEACY. Coal mines, iron furnaces, and then we have a tremendous volume of business from the lumber district. We also have the State University and the State institution for the insane.

Senator STERLING. What do the men working in the iron furnaces get?

Mr. DEACY. What do they get?

Senator STERLING. Yes; what are their salaries?

Mr. DEACY. Of course their salaries vary according to the duties performed.

Senator STERLING. Well, the average compensation?

Mr. DEACY. They average around about the same as the railway employees there, which is close around \$260 to \$280 a month.

Senator STERLING. Per month?

Mr. DEACY. A month; yes, sir. The men in the shops make that and the lumbermen make the same thing—that is, the mechanics working around the lumber industries.

Senator MOSES. What effect do you think a retirement bill would have on the general situation?

Mr. DEACY. Well, we are very much in favor of it. And these other things—this little dross of gold—which you have handed out, we are very grateful for it—that is, the \$150. We are hoping for a betterment of our condition by your commission and also the enactment of a permanent retirement bill. That alone, in my opinion, is what has kept men in the service. We feel there ought to be something of this nature. We do not object to some form of contribution on the part of the clerks, provided that the Government will give us a sufficient amount of money to meet this requirement. It would hardly be fair or satisfactory to us were we required to contribute to a retirement fund when we are receiving inadequate compensation at this time.

Senator STERLING. Would you deem a contribution of one-half on the part of the Government and one-half on the part of the employees a reasonable plan?

Mr. DEACY. Well, if the compensation was forthcoming, I do not think we would object to it. We couldn't do that under the present salary we are receiving. It would be an utter impossibility. I can truthfully say that in order to keep up our life insurance—which we ought to do, and every man who does not provide for his dependencies in some form or other, whether by retirement or life insurance, I think is committing a crime—it will be found that we have to borrow money to pay up our life insurance policies.

There is another thing, and that is our contention for a court of appeals. We in the postal service do not think it right or fair that the First Assistant Postmaster General, or the postmaster, or any other one official should be the court of last resort on any complaint we might have to file with them, and if you will pardon the personal reference, I want to cite a case I was the victim of. I have every scrap of paper pertaining to this particular case, and some day I hope that this generous Government, which I have endeavored to serve with honor to both myself and the Government, will right a wrong that has been unjustly imposed upon me.

In a change of postmasters in our office at one time some years ago, after I had served for something over eight years, the office force was reduced on the recommendation of a post-office inspector. One clerk in the office there, who was a junior clerk, was recommended to be reduced to senior substitute. The recommendation of the post-office inspector was held up and I was designated to be reduced to that position. I appealed to the Postmaster General, who was then Mr. Hitchcock, and my case was referred to the First Assistant Postmaster General, and I received no satisfaction whatever.

I remained a substitute for 21 months, and during that time several offers were made to me, through his office, of transfers to several designated cities, or, using his own words: "To a vacancy in any post office in the United States to which I might wish to transfer." I told him I was there with my people and there also I elected to remain, and after 21 months I was restored to my former position and salary. I had no appeal whatever, and that is just one case out of thousands. There was no one to give me any redress and I had to submit to the injustice imposed upon me.

Mr. BELL. What kind of a tribunal would you suggest to refer such matters to?

Mr. DEACY. Mr. Chairman, you have that in your own courts, and while I am very poorly versed in law, I know that if I am aggrieved at a decision in our justice's court, I can take it to our county court of appeals, and if they don't give me what I think is justice, I can take it to the State court of appeals. I believe there should be a commission appointed by the Government which would incorporate or include therein one man from the Postal Service, as a representative of the postal employees—whether he be carrier or clerk, it makes no difference to me. I think they are all good fellows and all alike. There should be a representative there who would look after our interests as well as the Government's interests. As it is to-day the final disposition of all such matters goes to some department of the Postmaster General's office and we have absolutely no appeal from his decisions.

Senator STERLING. How would a board of appeals within the department itself suit you, instead of a decision resting on a single individual official—the department to have a board of appeals to which the cases could be referred.

Mr. DEACY. To be composed of whom?

Senator STERLING. Well, the head of the department, perhaps, to begin with, but it would be a permanent board.

Mr. DEACY. Oftentimes these heads of departments are not men who are practical men. Oftentimes they know nothing at all of the operation of the Postal Service, and while they might be first-class officials theoretically, from a practical standpoint they would be absolutely ignorant of the conditions existing. Whereas, a clerk or carrier, or a man who has served as a clerk or carrier, knows the actual conditions which exist.

Senator STERLING. I simply thought of that in connection with the board of appeals, for example, in the Interior Department—a board of review, perhaps.

Mr. DEACY. Well, if the board was composed of men who knew the conditions, of course, we could expect justice from it.

Senator MOSES. You mean men who know the conditions of the service in the field.

Mr. DEACY. Absolutely. Yes. It would be the same proposition of appointing a business man—no matter how big a business man—postmaster of Atlanta. He would be in the way, so far as the operating condition of that office is concerned. No matter how big he was. We have a condition confronting us in our post office. Our postmaster resigned on the 15th of August and we have had no appointment since that time, and I have jocosely remarked to several of the applicants, who are friends of mine, that I hoped they would not be appointed during the Christmas season, because they would simply be in the way of the postal employees. We feel that a commission of that kind would be the same thing. They would be in the way so far as knowing the exact needs and conditions of the men in the service.

Mr. STEENERSON. Still, all postmasters are appointed under civil Service.

Mr. DEACY. Well; that's what they say. [Laughter.]

Mr. STEENERSON. It seems to me if you can't get competent men under civil-service examinations, it is impossible to get them.

Mr. DEACY. We have a vacancy existing in our post office to-day. Our postmaster resigned on the 15th of August. The assistant postmaster was appointed acting postmaster. I spoke to our Congressman about the appointment of the acting postmaster, who was the assistant for 9 years. I asked him to indorse him for the position, adding his indorsement to the indorsement of every clerk and carrier in our office, and he told me that he did not believe in a law, or that he would not be in favor of a law that would restrict the appointment of postmasters to men in the service.

Mr. STEENERSON. You advocate that postmasters should be appointed from the men in the Postal Service?

Mr. DEACY. Without any question.

Mr. STEENERSON. Do you think in addition to getting competent postmasters, it would have a good effect on the personnel of the service?

Mr. DEACY. Certainly. I think there is just as high intelligence in the Postal Service. The Government expects it, demands it, and gets it.

Mr. STEENERSON. You think it would stimulate the rank and file because they could see that the road was open to the highest promotion from the ranks?

Mr. DEACY. May I answer that by asking this question? What inducement does any intelligent man have for remaining in the service? There is a condition that exists in our office to-day, a man who has served in every department, has acted as postmaster for nine years, on account of the death of a former postmaster, and he has handled the entire business for nine years as assistant postmaster and then for an outsider, a stranger to the service, a man who has rendered no service at all to the Government to be appointed over him leaves absolutely no incentive, gentlemen, to a man of intelligence to enter the service. And you can not expect, gentlemen, to keep up this morale, this intelligence you demand, and which I claim exists in the Postal Service, until you give these men the opportunity to become postmaster, if they fit themselves for the position.

Mr. STEENERSON. There was one thing I want you to explain a little more and that is about the operation of the salary-increase law. You say that a clerk junior to you was given a hundred dollars more than you?

Mr. DEACY. Yes, sir.

Mr. STEENERSON. How do you explain the operation of that?

Mr. DEACY. He was a carrier. Under the old law, there was 50 per cent—

Mr. STEENERSON. The automatic promotion law?

Mr. DEACY. The automatic promotion law.

Mr. STEENERSON. That was varied. Sometimes 50 per cent was required; 85 per cent was the last, I think.

Mr. DEACY. I will make that plain to you. One carrier in our office was entitled to an increase of a hundred dollars over the others. After they attained the maximum salary of \$1,100. That was the maximum salary.

Mr. STEENERSON. Eleven hundred was the maximum?

Mr. DEACY. Eleven hundred was the maximum, and then they passed another law, whereby a percentage of the clerks was entitled to an additional hundred.

Mr. STEENERSON. By promotion.

Mr. DEACY. By promotion, and this one carrier being the percentage of the carriers in that office he received that \$100. After he was transferred into a clerical position he carried this promotion with him and with it he carried the \$1,200 over the \$1,100 which we were getting at that time until our office became first class and we all received an additional \$100 on account of the reclassification of the office, which would entitle all the eleven-hundred-dollar men to twelve hundred, and instead of him being a twelve-hundred-dollar man he would be a thirteen-hundred-dollar man and he has carried that all the time.

Mr. STEENERSON. Well, how did that operate in your case? You didn't get your hundred?

Mr. DEACY. Oh, yes; I got mine, but he was a hundred over me. He carried it with him.

Senator MOSES. In other words, he lost nothing by his transfer.

Mr. DEACY. He lost nothing by his transfer. We had one clerk also in our office who had this preferred classification.

Mr. STEENERSON. You contend that this is an inequitable result?

Mr. DEACY. I think so.

Mr. STEENERSON. And that it is the duty of this commission under the statute to readjust postal salaries on an equitable basis?

Mr. DEACY. Yes, sir.

Mr. STEENERSON. And to do that we have to look out for such cases?

Mr. DEACY. Yes, sir. I don't think he should be brought down to our level. We would much prefer going up. [Laughter.]

Mr. BELL. Thank you, Mr. Deacy. The next speaker is Mr. Lloyd A. Wood.

STATEMENT OF MR. LLOYD A. WOOD, JACKSONVILLE, FLA., REPRESENTING THE POSTAL CLERKS OF THE STATE OF FLORIDA.

Mr. BELL. Mr. Wood; may I ask if you are to take the entire time of Florida? Will you take the entire 8 minutes, or is that to be divided?

Mr. WOOD. I have the privilege of representing the entire State.

Mr. Chairman and gentlemen of the commission, the conditions confronting the Florida post-office clerks are much the same as for all other sections of the country, and I am filing with your secretary for your later consideration data gathered from about 20 different offices representing every section of the State of Florida. This data and information shows that the conditions are not merely local to any one or two offices of the larger class, but extend into the smaller first and second class offices as well. Now, the post-office clerks, having all the facts before them, find that they are in unequal competition with the commercial and industrial workers of the State; that their working conditions are also unfavorable as compared with other Federal departments, and, above all, the increased cost of living, which is the main item, coupled with these other considerations is causing dissatisfaction among clerks of the various offices. These combined conditions have resulted, and are resulting, in a large percentage of the clerks leaving the service. The result, consequently, is a depreciated service rendered to the public. Merely to give you a specific example, we will take the office of Jacksonville, Fla.—

Senator MOSES. Is that your office?

Mr. WOOD. That is my home office; yes, sir. In the fiscal year 1918-19 over one-third of the entire clerical force resigned, left the service, and at the present time about 55 per cent of the entire clerical force at Jacksonville, Fla., are in the two entrance grades of salary.

Senator MOSES. Just a moment. In other words, the resignations were all from the higher grades.

Mr. WOOD. Largely so; yes.

Senator MOSES. What occupations do these men go into?

Mr. WOOD. Into various lines of industry. Some into the ship yards; others engage in business; others as employees of various commercial concerns. Some of them merely resigned and went back on the farm.

Senator MOSES. Those men who went into the ship yards have, of course, now lost their jobs?

Mr. WOOD. Yes, sir.

Senator MOSES. Are they trying to get back into the service?

Mr. WOOD. I haven't heard of any. The ship yards are still working there, some of them.

Senator STERLING. How many clerks are there in the office at Jacksonville?

Mr. WOOD. Ninety-one regular and 8 special; a total of 99 clerks. The particular office conditions that cause dissatisfaction to clerks are, first, perhaps, the large amount of scheme study required in some of the sections of the office. That, together with the Sunday and holiday work, and the fact that there is no time differential for labor performed at night and low salaries. In nearly all industries there is a difference in the rate of pay for night work or a difference in time over that performed in the daytime.

The amount of scheme study in the mailing and city divisions requires a clerk to devote an average of several hours daily to the memorizing of the different facts. In the mailing division he has to learn the location of several thousand post offices, or, if he is in the city division, he has to memorize a scheme whereby he learns the location of all the principal business firms and become familiar with the city as laid out by blocks and carrier districts——

Senator MOSES. Do you mean to say that every day in the year he has to be studying these schemes?

Mr. WOOD. A clerk to keep up to date and efficient must be constantly studying.

Senator STERLING. Just what is your position in that office? I don't think you stated.

Mr. WOOD. I am a clerk in the mailing division.

Senator STERLING. How long have you been in that position?

Mr. WOOD. I have been in that position for three years at Jacksonville.

Senator STERLING. Had you been in the post-office service elsewhere prior to your service at Jacksonville?

Mr. WOOD. Yes, sir.

Senator STERLING. Whereabouts?

Mr. WOOD. Johnson City, N. Y. I entered the service nine years ago.

Senator STERLING. And what pay are you getting?

Mr. WOOD. \$1,650.

Senator STERLING. That includes the increase?

Mr. WOOD. Yes, sir; the temporary increase at the present time. During the same period that we have been receiving a temporary increase amounting to about 35 per cent the cost of living, as shown by various statements from different parts of the State, has increased on an average of 135 per cent. Workers in other lines of industry have received increases varying from 50 to upward of 150 per cent in some cases. Naturally, of course, the outside positions become attractive to the men in the service. In order to rectify these conditions, the clerks of the State have prepared a brief for your consideration in which they ask for a minimum entrance salary, to be not less than the minimum living wage as fixed by the Department of Labor, with regular increases to a maximum salary of \$2,400.

Senator MOSES. How much?

Mr. WOOD. Twenty four hundred.

Mr. STEENERSON. What is your minimum?

Mr. WOOD. At the present time it would be about \$1,800. In addition thereto, they ask for two special grades of clerkships, at twenty-five and twenty-six hundred dollars, to be awarded clerks for special efficient and faithful service.

Senator STERLING. Now, would that mean any clerks in any departments, mailing division or elsewhere?

Mr. WOOD. That would mean that any clerk would be eligible for the special grade whose faithfulness of service, his general efficiency, and his high standing in the service would warrant the recommendation of the postmaster.

Senator MOSES. You mean, of course, after he had gone through all the regular grades and had reached the maximum, that he might be promoted to be a special clerk at a special salary?

Mr. WOOD. Yes, sir.

Senator MOSES. Wouldn't that contemplate a time, in some offices, where every clerk would be a special clerk with a special salary?

Mr. WOOD. No; not necessarily. In addition, we recommend that 45 minutes constitute an hour's labor from 6 p. m. at night until 6 a. m. in the morning; that we be allowed time and a half compensatory time, or time and a half pay, for Sunday and holiday work for overtime in excess of 8 hours in 10; that we be allowed compensatory time for scheme study, since the post office is the only business we know of where a man is required to take work home and learn, and where he receives no consideration for such study. For that reason we make the recommendation that we be allowed either compensatory time or pay for scheme study.

In addition, to take care of local grievances, we ask that a board of appeals be created to review cases where employees believe there has been unjust discrimination.

Mr. BELL. Mr. Wood, how much time is absolutely necessary, in your judgement, for scheme study?

Mr. WOOD. It depends somewhat on the amount of schemes a clerk is assigned to. It has been my experience, when engaged on scheme study, that it took me an average of not less than an hour a day for scheme study.

Mr. BELL. But the longer you are in the service the less time it takes, doesn't it?

Mr. WOOD. The longer you are in the service and the more experienced you become, the easier it becomes for you.

Senator MOSES. You were a clerk in Johnson City, you say?

Mr. WOOD. Yes, sir.

Senator MOSES. Up until when?

Mr. WOOD. June, 1916.

Senator MOSES. And then you went to Jacksonville?

Mr. WOOD. Yes, sir.

Senator MOSES. And you went into the Postal Service immediately?

Mr. WOOD. Yes, sir.

Mr. STEENERSON. Transferred, I suppose.

Senator MOSES. Were you transferred, or did you go there voluntarily?

Mr. WOOD. I was transferred upon my request in an exchange of positions.

Senator MOSES. You evidently thought the post office had some attractions, or you wouldn't have gone into it voluntarily when all this industrial activity was going on.

Mr. WOOD. I went in nine years ago.

Senator MOSES. I mean in 1916.

Mr. WOOD. My work in the Postal Service is of such a nature, starting at the age I did, that it almost wholly unfits me for work outside of the service. Before that I was a teacher in the public schools. Wages in that line are lower even than in the Postal Service.

Senator MOSES. I taught school. I know that. What I was trying to find out was why, in 1916, at the time you made this transfer and this industrial activity in the country had begun, and these places were open in other lines you went back to the Postal Service. You must have found it attractive or you wouldn't have stayed. You then set up the fact that your position practically unfits you for anything else, and yet earlier you had told us that 33 per cent of the men had gotten out.

Mr. WOOD. Most of the men who resigned were men who entered the service with a knowledge of some other line, which enabled them to earn greater wages on the outside. Even common labor received greater pay than did the average post-office employee.

Senator MOSES. Is it your observation that men who stay in the service so long become so wedded to it and so saturated with it that they are unfitted for other service?

Mr. WOOD. It is my observation that close application to the service does unfit him for other service. Whether the work becomes attractive to him or not, it is certain that long service unfits him for other work.

Senator MOSES. Would you assume that the application which a man has given to the Postal Service in producing the results you have named should be an element to be considered specially in classifying the Postal Service?

Mr. WOOD. I do.

Senator STERLING. You say you represent all the post-office employees in your State?

Mr. WOOD. All the clerks in the State of Florida. Briefs have been prepared by offices in all parts of the State setting forth the conditions in the different offices in the State.

Mr. BELL. You have filed these with the commission?

Mr. WOOD. With the secretary; yes, sir.

Mr. STEENERSON. You said a while ago you thought there was more scheme study than necessary.

Mr. WOOD. No. Scheme study is absolutely necessary to the conduct of the post-office business.

Mr. STEENERSON. But your contention is that that should be on the Government's time and not on your own time.

Mr. WOOD. Yes, sir.

Mr. STEENERSON. Well, do you think that men engaged in private enterprise would do that? Don't they all study their business, more or less, when they are off duty? Take a doctor or a lawyer. He doesn't confine his study to business hours, to the hours he keeps his office open, does he?

Mr. WOOD. Not if he is conducting his own business, for his personal interests.

Senator MOSES. Well, Mr. Wood, you and I have been both school teachers. I do not know whether it obtained in all cases, but in mine I generally had to put in some night work getting ready for the next day's classes.

Mr. STEENERSON. Undoubtedly I think that would be true of a man who simply teaches a school.

Mr. WOOD. The amount of overtime and the amount of scheme study makes the 8 hour in 10 day which we now have extend over to a 9 or 10 hour day, and unless he does continue to do that scheme study outside of his regular work he can not continue to hold his position.

Mr. STEENERSON. But it does seem to me reasonable to expect that he would devote some time to his business outside of the hours he works. Everybody else does that; the merchant, the mechanic—he doesn't forget all about his daily task when the hours are over; but it may be that you are right.

Mr. WOOD. I will yield to the next delegate as my time allowance is up.

Mr. BELL. From your State?

Mr. WOOD. No; I know of no more from our State.

Mr. Wood filed the following brief:

BRIEF SUBMITTED BY MR. LLOYD A. WOOD ON BEHALF OF POST-OFFICE CLERKS OF THE STATE OF FLORIDA.

The post-office clerks of the State of Florida respectfully submit this brief for your consideration:

In 1908 the salaries of post-office clerks were established in grades ranging from \$800 to \$1,200 per annum, and two special clerk grades of \$1,300 and \$1,400. From 1908 to 1918 there was no increase granted to clerks, with the exception of a small per cent who were each year promoted to the special grades. However, each year from 1908 to 1919, inclusive, there was an increase in the cost of living which was very marked during the years 1914 to 1919, inclusive. As shown by the report attached to this file from every section of Florida this increase is shown to be upwards of 100 per cent in all of the necessities of life.

On July 1, 1918, the clerks received an increase, or bonus of \$200, and on July 1, 1919, they received an increase of \$100 and on October 1, 1919, a still further temporary increase, varying from \$150 for those in the highest automatic grade to \$200 for those in the entrance grade.

In other words, the salary increases from 1908 to date have been about 28 per cent, almost wholly temporary in character. This as you will note leaves upward of 72 per cent increase in living cost yet to be taken care of by salary increases.

During the last five years the life of the postal employee and that of his dependents has been one of the greatest sacrifice and self-denial. During the period of the war the clerks made little or no complaint as they believed these conditions to be simply incidental to the war, but now that the war is ended and prices still continue abnormal they feel that this commission should correct the inequalities existing between the compensation they receive and the cost of living.

The salaries of postal clerks do not compare at all favorably with those of private industries. This has resulted in a very high percentage of resignations from the service, with a corresponding decrease in efficiency of service rendered the public. The work of the post office clerk must be exact and he is required to work under conditions that the average employee of private enterprises would never consent to.

Perhaps one-half of all the work of post-office clerks is performed at night. In many employments a wage difference or a time differential is made in behalf of the men who work at night.

Clerks are required to study schemes during the hours when they are off duty. This study commences when they enter the service and continues as long as they remain, and they are required to pass satisfactory examinations with a percentage of not less than 95. These examinations cover many thousands of offices. There is no

other business that requires employees to perform work at home for which they receive neither compensatory time or pay.

Nearly all post-office clerks are required to perform Sunday work. A day of compensation is allowed for such work, but this does not alter the fact that clerks do not prefer to labor on Sunday. In other employments there is a wage differential for Sunday work, but in the post office service, the clerk if he desires pay instead of compensatory time he is only paid on the basis of 30 or 31 days to the month.

The financial condition of many of the clerks in the State of Florida has become so acute that many are taking pay instead of compensatory time in order to help provide for the necessities of life. Conditions such as these should be rectified.

Post office clerks are worked harder to-day than ever before. The great growth of the parcel post and steady increase in other classes of mail without an adequate increase in the number of clerks is the prime cause. At this time auxiliary employees (extra employees who have not taken civil service examination) are employed to assist somewhat in relieving conditions. They receive the same pay as a substitute who has tried the civil service examination.

The post-office service is now and has long been regarded as the least desirable branch of the Federal service. This is due to the fact that other Federal departments have vacation privileges of 30 days as compared with 15 for the post office. They also are allowed annual sick leave and their pay averages considerably higher for less arduous duties. We believe these facts should be taken into consideration in determining new rates of pay for post office clerks.

To rectify these conditions and provide an adequate basis of salary the post office clerks respectfully ask this honorable commission to consider the following recommendations:

First. A minimum entrance salary of not less than \$1,600 per annum with semi-annual promotion of \$100 each until \$2,000 per annum is secured; thereafter annual increases of not less than \$100 until a maximum salary of \$2,300 is reached.

Second. The creation of two grades of special clerks with salaries of \$2,400 and \$2,500, respectively, to be granted as a reward for especially efficient or meritorious service.

Third. That a time differential be created for work performed between the hours of 6 p. m. and 6 a. m., during which period 45 minutes shall constitute an hour's labor.

Fourth. Compensation for overtime or Sunday and holiday work shall be at the rate of time and a half compensatory time, or time and a half pay.

Fifth. Post office clerks should be granted identically the same vacation and sick leave privileges as are afforded clerks in other Federal departments.

Sixth. Clerks who are required to put up scheme examinations should be compensated therefor in money at his regular rate of salary, or time allowance should be made for study.

Seventh. Promotions to special clerkship and supervisory positions should be on the basis of seniority, coupled with examination.

Eighth. An unbiased board of appeals should be created to hear and adjust complaints.

Ninth. An adequate retirement law providing for the care of superannuated employees in order that a post-office clerk, after long years of faithful service, shall not become an object of charity simply because he is unable to longer retain his position in competition with younger men in the service.

I believe that all the foregoing will meet with your careful consideration.

Attached hereto is a list of recommendations from the Jacksonville post-office clerks, outlining their needs and the needs of the service as regards reforms in working conditions and increased compensation.

A carefully prepared table on staple articles of food, embracing a total of 57 articles, shows an average increase of about 105 per cent. This average, however, is deceptive, inasmuch as the articles of which there is the greatest consumption have advanced on an average several per cent over the 105 percentage given, and it is only by including articles in which there is not any great demand that the average is brought down. A table of the prices charged by 10 representative firms at Jacksonville for July, 1914, and July, 1919, which embraces 36 articles (on file with the commission), proves conclusively the great advance in the more essential staples. The tables show that the average increase in women's clothing was 172 per cent and in men's about 80 per cent. This table is also not a fair average, as such articles as men's suits and shoes, upon which the biggest percentage of earnings is spent, show increases of upward of 100 per cent and in instances as high as 300 per cent.

The tables show that rents have increased from 37.5 per cent to 220 per cent per month. Household furniture and furnishings show that, in the opinion of leading retail-furniture dealers, the increase has been from 130 to 140 per cent over prevailing 1914 prices. A table of 52 articles will show the actual increase in purchase price.

Amusements show an increase of 100 per cent, railroad fare of about 60 per cent, steamship fare about 90 per cent, and such items as tobacco and confectionery from 50 to 100 per cent.

The attached table on salaries shows an average wage of \$1,193.61 in 1919, as against \$972 in 1914, an increase of around 25 per cent, which does not go far toward offsetting increases like those mentioned above. This increase also includes all overtime, which if omitted would reduce the actual increase to less than 20 per cent.

To show the decreased efficiency of the service which is bound to result from these conditions it is only necessary that you study closely the table analyzing the number of clerks in the different grades. You will see that over one-half of all regular clerks employed are in the entrance grade. This is necessary from the fact that 32 clerks, or one-third of the total force, resigned during the fiscal year ending June 30 in order to secure positions paying sufficient salaries to provide the necessities of life. This table also shows that the carrier force, which is 95 per cent Negro, is receiving average salaries of \$1,333.75, or about \$140 over that of the clerks, which force is 96 per cent white. This condition is only occasioned by the fact that most of the carrier force entered the service many years ago and had reached the maximum grade before the great increases in the price of living took place, and there were fewer resignations.

The plans which they recommend are the result of much study and represent in each case the minimum requirements for which post-office clerks can be expected to render satisfactory and efficient service.

We know that your honorable commission will give this data due consideration, and believe that the recommendations contained therein are a just and equitable basis for solving present post-office conditions.

GENERAL COMMITTEE,
POST-OFFICE CLERK'S CONVENTION,
Jacksonville, Fla., September 18, 1919.

Mr. LLOYD A. WOOD,
Chairman Post-Office Clerks' Convention,
Jacksonville, Fla.

SIR: The general committee of the post-office clerks' convention of Jacksonville, Fla., met in the post-office building, Tuesday, September 16, 1919, at 5 p. m., for the purpose of formulating a definite program of concessions to be presented by you, as our chairman, to the Congressional Commission for the Investigation and Readjustment of Postal Salaries at the hearing to be conducted at Atlanta, Ga., the latter part of this month.

It is the unanimous consensus of opinion of the members of the general committee that the following program represents the most reasonable foundation upon which a satisfactory readjustment of postal salaries and working conditions can be based and this letter is your authority to present these contentions to the Congressional Commission, as representative of the sentiments of the whole body of post-office clerks at Jacksonville, Fla.

1. The minimum salary at which appointments of post-office clerks should be made is \$1,500 per annum.

2. Promotions or increases in salary should be made at the rate of \$100 each after every six months' period of satisfactory service, until \$1,800 per annum is reached. Increases should be granted after that time at the rate of \$100 per annum after each 12-months' period of satisfactory service until—

3. A maximum salary of \$2,300 per annum is reached through automatic increases

4. There should be two grades of special clerks, with salaries of \$2,400 per annum and \$2,500 per annum, respectively.

5. The position and designation of "foreman" should be abolished and the various activities of the office separated into "sections," with active "clerks in charge" to supervise the work. These clerks in charge should be responsible to the superintendents for the efficiency and the individual conduct of clerks under their supervision and any action, disciplinary or otherwise, taken by the superintendent should be taken through the clerks in charge only.

6. The period of time constituted as a day's work for regular clerks should remain as at present—eight hours service to be performed in a maximum period of 10 hours.

7. Compensation for overtime or Sunday work should either be paid in cash at the rate of one and one-half hour's pay for each hour's service, or compensatory time for

actual time consumed in such service; choice of pay or compensatory time to be at the discretion of the clerks, except that compensatory time shall be taken when, or at a period, designated by the department, with the good of the service as the first consideration.

8. Compensation for service performed on authorized holidays shall be the same as for overtime or Sunday service, holiday leave to be alternated between the clerks in each section, on an equitable basis.

9. Compensation for service performed in excess of 8 hours per 24-hour period shall be at the rate of $1\frac{1}{2}$ hour's pay for each hour of such service. Under normal conditions not more than 12 hours, and during the Christmas holiday season not more than 24 hours' overtime or excess service, may be demanded of any clerk during a 6-day period.

10. Post-office clerks should be granted identically the same annual leave privileges as are accorded to clerks in the Post Office Department at Washington, D. C.

11. Post-office clerks should be granted identically the same "sick" leave privileges as are accorded to clerks in the Post Office Department at Washington, D. C.

12. Clerks who are required to put up scheme examinations should be compensated therefor in money, at his regular rate of salary, such remuneration to be based on the average length of time required to learn such distribution schemes.

14. Seniority in filling executive or supervisory vacancies should apply only within reason and as a secondary consideration. Such vacancies should be filled by competitive, practical examination only and appointments made on no other basis than efficiency. The superintendent should be the judge of such examinations.

15. After 20 years' continuous service clerks should have the privilege of retirement with pay at the rate of 50 per cent per annum of the highest salary he has received while in the service; such retirement to be at the option of the clerk, or compulsory by the department if in the interests of good service. Clerks should be protected by insurance, such insurance to be in force after 10 years' continuous service and to become effective upon complete disability or death, the amount to be paid in the event of complete disability to be at the rate of 50 per cent per annum of the highest salary the clerk has received while in the service. These retirement and insurance privileges are to be financed by congressional appropriation and no part of such finances to be deducted from clerks' salaries. The amount of insurance to be paid to deceased clerk's beneficiary shall be an amount equal to the highest annual salary he has received while in the service.

16. Pay for "night" service shall be at the rate of one hour's pay for each three-quarter hour's service, any service performed between the hours of 6 o'clock p. m. and 6 a. m. to constitute night service.

Respectfully submitted.

GENERAL COMMITTEE,
By W. P. BROWNE, JR.,
Chairman.

WILL W. HUNTER,
Secretary.

OSCAR A. WILLIAMS,
FLOYD R. MCKINNEY,
PERCY F. LUDWIG,
WM. C. SCARBOROUGH,
Committee.

Figures taken from official records of the Jacksonville (Fla.) post office.

	1914	1919
Regular clerks:		
Salaries, less lapsed salaries.....	\$972.00	\$1,193.61
Overtime.....	29.39	102.45
	1,001.39	1,296.06
Regular carriers:		
Salaries, less lapsed salaries.....	1,039.41	1,225.44
Overtime.....	15.02	61.92
	1,054.43	1,287.36

Average percentage of increase, regular clerks, 1914 to 1919..... 29.42
 Average percentage of increase, regular carriers, 1914 to 1919..... 22.09
 Average net increase in percentage of all regular clerks' and carriers' salaries, at Jacksonville, Fla.,
 from 1914 to 1919 (including all overtime made by all clerks)..... 25.75

Salaries of regular classified employees, United States Post Office, Jacksonville, Fla., on Sept. 25, 1919.

Executives:	
Assistant postmaster.....	\$2, 625. 00
Superintendent of mails.....	2, 400. 00
Cashier.....	2, 200. 00
11 other executives, at \$1,800.....	19, 800. 00
Average salaries of executives.....	1, 930. 00
Special clerks:	
3 at \$1,700.....	5, 100. 00
5 at \$1,600.....	8, 000. 00
Average salaries of special clerks.....	1, 637. 50
Regular clerks (96 per cent white; 4 per cent colored):¹	
27 at \$1,500.....	40, 500. 00
6 at \$1,400.....	8, 400. 00
3 at \$1,300.....	3, 900. 00
8 at \$1,200.....	9, 600. 00
24 at \$1,100.....	26, 400. 00
23 at \$1,000.....	23, 000. 00
Average salaries regular clerks.....	1, 228. 57
Laborers (male):	
2 at \$1,035.....	2, 070. 00
1 at \$720.....	720. 00
Average salaries, laborers.....	930. 00
116 executives, clerks, etc.....	154, 715. 00
Average salaries.....	1, 333. 75
Carriers (95 per cent colored; 5 per cent white):	
28 at \$1,500.....	42, 000. 00
4 at \$1,400.....	5, 600. 00
3 at \$1,300.....	3, 900. 00
5 at \$1,200.....	6, 000. 00
5 at \$1,100.....	5, 500. 00
1 at \$1,000.....	1, 000. 00
Total.....	64, 000. 00
Average salaries, regular carriers.....	1, 391. 30

Mr. BELL. The next speaker is Mr. E. L. Lee.

STATEMENT OF MR. E. L. LEE, WILMINGTON, N. C.

Mr. LEE. Mr. Chairman and gentlemen, I will take this opportunity to testify that the conditions as spoken of by the other gentlemen obtain in our office, and after I found that I had been selected to come here and tell you of the conditions that we know exist in our section and in our office especially, we drew up a brief setting forth a few expressions of these things that we know from our own experience. We have made an effort to put them plainly. When I knew I was coming here, I undertook to find out about some of these conditions in other places, and I found them to be serious all along the line. We have had considerable resignations from the

¹ Percentage of clerical force by grades: 29.7 in sixth grade; 18.7 in fifth, fourth, and third grades; 51.6 in second and first grades.

service and it has been extremely difficult for the executive heads to secure certified men to fill these vacancies.

Senator STERLING. What is your office?

Mr. LEE. Wilmington, N. C. Not only that, but it has been extremely difficult for the executives in our office to secure temporary help and it is nothing unusual for this temporary substitute help to turn over in 10 days or two weeks. You gentlemen know what it means not to have experienced men in the service.

Senator STERLING. What is the population of your town?

Mr. LEE. I do not know the official census figures. I think it is over 25,000. Since the shipyards have been established at Wilmington, N. C., the population of the city is between 35,000 or 37,000.

Senator STERLING. How many clerks are there in your office?

Mr. LEE. We have 19 clerks. Possibly 20 now. I am stationed at Carolina Shipyard Station, and am not just sure of that figure. There have been one or two appointed recently. I have drawn up a brief and I hope that you gentlemen, when you have more leisure, will give some attention to it.

Mr. BELL. You have filed that with the commission, have you?

Mr. LEE. I have that with me now to file. We have had three or four men to leave the service within a few months. In the Newbern, N. C., office, I learned that five men left the service within four months.

Senator STERLING. Do you know that they left the service because of inadequate salary?

Mr. LEE. They left to better their condition, generally. They left because of inadequate pay, more attractive remuneration, more money in other businesses. In the Rocky Mount office I was told there was only one certified employee at one time.

Mr. STEENERSON. How big was that office?

Mr. LEE. I think the population of Rocky Mount, N. C., is more than ten thousand.

Mr. STEENERSON. And only one man in the service?

Mr. LEE. One civil service man left in the office.

Mr. STEENERSON. You say there was only one man in the service?

Mr. LEE. Only one certified man at that time.

Mr. STEENERSON. And no eligible list?

Mr. LEE. No eligible list. At that time, I think, the postmaster offered his resignation to the department. (Laughter and applause.) In the Fayetteville, N. C., office I asked some of the clerks whom I came in contact with to write and tell me the conditions up there so that I might present it to you gentlemen. I had two letters from men who had been in the office—one, 11 months, and one a greater length of time—which could be filed along with my brief, and they are pitiful appeals. One man had had only two Sundays and one holiday off since he entered the service. That, however, was no fault of the executive officials of that office. That postmaster telegraphed to Charleston with a request that they loan him clerks. He had to use railway mail clerks as substitutes in their lay off, especially during the holiday rush. As we understand it, the recommendations of you gentlemen will establish things that will be permanent, and we appreciate this opportunity to plead our cause and to ask you to give us not only enough just to pay our grocery bills, but give a wage that will enable us to meet our obligations as citizens.

This is an age in which men will be required to specialize. I am past the age where I can go out and specialize again.

Senator MOSES. How long have you been in the Postal Service?

Mr. LEE. I was in the service 13 years last June.

Senator MOSES. How much are you now receiving?

Mr. LEE. \$1,800. I am rated superintendent of station, but I represent the supervisory employees and clerks and carriers of the office and I am now speaking for the clerks and carriers.

Senator MOSES. You have a family?

Mr. LEE. I have a family—a wife and four boys.

Mr. STEENERSON. Aside from this question of compensation, as far as the employees are concerned, what effect, if any, has this state of affairs had upon the mail service? This fact that you have only one certified employee in a large office like Wilmington, or that other town, and that there is no eligible list to choose men from. What effect has it had upon the service rendered to the public?

Mr. LEE. Well, I would say that the public has been, to a great extent, justified in their complaints of the service rendered.

Mr. STEENERSON. Have there been complaints?

Mr. LEE. There have been complaints. Of course, some of these complaints start and it becomes a popular thing just to kick on the Postal Service because some other fellow kicks, and they are unreasonable in their demands for service; but there is no doubt that the complaint of slowness of mail in transmission is justified. Of course some of that comes in connection with other branches of the service—delay at terminal points and those things. It all goes to make up the Postal Service, however.

Mr. STEENERSON. Are there more missing letters on account of inexperienced employees?

Mr. LEE. I understand that is the complaint of the public. There are more miscased pieces of mail on account of inexperienced help.

Mr. STEENERSON. You are a supervisory employee and should know.

Mr. LEE. I do not have a force of clerks under me. I occupy a rather peculiar position. I was sent to a war emergency position that did not develop to that extent.

Mr. STEENERSON. You understand, of course, that the public is interested in having as good a service as possible, and if an increase of salary tends to expedite the delivery of mail and prevent mistakes, we want to know your judgment about it.

Mr. LEE. In my judgment there is no doubt that increase in wages of postal workers will attract capable employees to the service and raise the standard of efficiency which will soon afford a satisfactory mail service for the public.

That is something I think the business men would do well to take up with you. I have spoken to business men along that line and I find that they realize the importance of the mail service to them.

You gentlemen, to-day, may receive—I don't know whether or not you will receive it—anyway, our chamber of commerce passed a resolution favoring our efforts to better our condition believing that thereby the standard of efficiency of the Postal Service will be raised.

Mr. STEENERSON. You think the public would be reconciled to paying even a higher postage in order that the service might be thus improved by giving better compensation?

Mr. LEE. I don't think they would.

Mr. STEENERSON. You think they would not be reconciled to it.

Mr. LEE. I don't think they would be reconciled to higher postage, because there is a strong agitation for lower postage, and I do not think this would offset the other influences and recommendations that have been offered.

Mr. STEENERSON. Well, if everybody wants increased compensation the money must come either from the taxpayers in general or from increased postage.

Mr. LEE. I do not want to criticize other classes of men, but there are bigger classes of workers than we are, and I think we are justified in thinking that we are their equals intellectually, and on the average we require as much training to become efficient workers, and they do not hesitate to give them raises, regardless of where the money is coming from. Isn't it a well known fact that the Post Office Department affords a surplus of revenue?

Senator MOSES. It is an open question.

Mr. STEENERSON. There is not enough to satisfy the increases demanded. You have an \$1,800 minimum and a \$2,400 maximum. It would require more revenue, or else tax the general public about \$100,000,000.

Mr. LEE. That would bring in too many things that we would not have time to talk over. For instance, the franking privileges and——

Mr. STEENERSON. That doesn't have anything to do with the franking privilege.

Mr. LEE. It does with the revenue of the department—the burden they carry in that respect. You take the many things that the department has been called upon to handle during the war, and even now that the war is over.

Mr. STEENERSON. We are not interested in that feature.

Mr. LEE. That comes into the consideration of the accumulation of revenue.

Senator MOSES. Mr. Lee, you think the public would not want an increase in postal rates; do you think the public would be willing to have the franking privilege abolished?

Mr. LEE. I have not informed myself about that, but I wouldn't take that as an indication. We know that the business of the Government departments must be carried on and the average citizen, when he understands it, would not deny a Congressman or the departments of the Government the usual privileges of the mail for educational purposes or, may be, political purposes, or in the ordinary routine of departmental business. I do not think the average citizen, if he understands it, would question that or object to it. Your question was, I take it, whether they would want that abolished in order to keep the expenses within the income.

Senator MOSES. Well, considering this whole question of postal revenue, whether they would look with favor upon the abolishment of the franking privilege as part of the general scheme.

Mr. LEE. If the post office is going to be conducted as an efficient and businesslike institution it should have its debit and credit sides and have pay for the work it does, or some consideration. If it does a certain work and it is not practical to pay them for that work, they should have credit for it, so that it would be understood why there is a deficit in the income.

Mr. STEENERSON. That has been debated for years and years, but the fact is that both the franking privilege and the penalty privilege, which is by far the greater, combined would not amount to but very little in comparison with the total expenses. It would only be about four or five millions of dollars.

Mr. LEE. Another work that is devolving upon the Post Office Department and is gradually accumulating is these extra tasks imposed upon the postmasters in the way of handling the business of other departments.

Mr. STEENERSON. Of course, that is another matter.

Mr. LEE. It is going to be an immense thing. It is nothing unusual for an office of some size to detail clerks for that particular work alone. I will not undertake to go into a discussion of all the items we have in the brief.

Mr. BELL. You have all that in your brief?

Mr. LEE. Yes, sir.

Mr. BELL. I thank you very much, Mr. Lee.

The brief referred to follows:

BRIEF SUBMITTED BY MR. E. L. LEE.

The clerks and carriers of the Wilmington (N. C.) post office take this opportunity to inform your honorable commission of some of the conditions as we realize them in the Postal Service, and we beg to submit some changes that we think would correct some of these conditions.

1. It is conceded that the cost of living has advanced more than 100 per cent during the last four years. We are convinced that the necessities of living are costing, here in our city, about 125 per cent more than they did four years ago.

2. After carefully considering all the conditions of our living, and comparing relief accorded workers of other occupations with that granted employees of the Postal Service, we feel justified in appealing to you to recommend to Congress that the clerks and carriers be reclassified into four grades: The first grade with a minimum wage of \$1,600, the second grade \$1,800, the third grade \$2,100, the fourth grade with the maximum salary of \$2,400.

3. We realize a decline in the efficiency of the Postal Service on account of the number of the most experienced and valuable employees leaving the Postal Service to engage in more remunerative occupations.

4. Extreme difficulty is found in securing certified applicants to fill vacancies.

5. On account of the continual change of personnel of the force of uncertified employees, the efficiency of the service is not only hampered, but the duties devolving on the more experienced employees of the service are becoming extremely arduous.

6. Night work is not conducive to the best mental and physical well-being of anyone, and we believe that clerks who are required to perform night duty should be credited with differential time of 1 hour for every 45 minutes duty performed between the hours of 6 p. m. and 6 a. m.

7. We believe that night work should be reduced as much as it is possible to do it by restricting night duties to the most essential work, and the distribution of only the most important classes of mail.

8. We are anxious to see some pension law enacted for civil-service employees providing for the retirement of aged and incapacitated employees of the Postal Service.

9. We favor a seniority system that will assure promotion to employees based on requirements of merit and efficiency of service.

10. We ask that you look into the matter of remedial legislation, and the practice of executive officials of the Post Office Department nullifying such laws which are conditional, when they do not deem it desirable to comply with the provisions of such legislation. Among such laws we will mention the one providing for the tour of an eight-hour day to be completed within a period of 10 hours, and the treating of time made on Sundays and holidays as overtime, instead of allowing compensatory time as provided in the law.

11. We think that on account of abuses arising in the requirement of employees to make overtime that such time should be penalized to some extent.

12. We believe that clerks assigned to duties requiring scheme study should be allowed reasonable time while on duty to prepare such work, or when they are required

to prepare such scheme work while off duty that they should be allowed some compensation for time so engaged.

Mr. BELL. The next speaker is Mr. Mulligan.

STATEMENT OF MR. H. E. MULLIGAN, CHARLOTTE, N. C.

Mr. MULLIGAN. Mr. Chairman and gentlemen: I wish to speak to you concerning some of the conditions in our office. Some time ago when I entered the service as a substitute letter carrier, some of the carriers came to me sympathizing with me, saying that they sympathized with me because amongst the carriers none resign and few die. That condition has changed to-day, gentlemen, because, if I am correctly informed, in the last 18 months something like 31 per cent of the 42 clerks in the Charlotte post office have resigned, and in filling these vacancies it also seems that it has been impossible at any time to fill them with men from the civil service register; that is, with eligibles from the civil service register. Positions have been filled temporarily with men not on the register—just temporary employees until a register could be created. This fact is also brought out by the increasing number of examinations held in the office. Whereas some four or five years ago a single, fixed examination was held annually, now some four or five for the last two years have been held annually. Even these have not produced eligibles for the positions.

I am also informed that a great number who were on these eligible lists have declined the positions when tendered to them. It shows either that the salaries, which they had not previously investigated, or the conditions in the office were not as appealing as they expected them to be.

Next to the inadequate pay, I would say that it seems that the greatest trouble amongst the clerks, especially in the distributing division of the office, is that of night work. That is the bugaboo of all, you might say. Amongst the 30 distributing clerks in the post office at Charlotte, 27 of them have schedules which either begin earlier than 5 in the morning or close later than 7 in the evening. About 68 per cent of them are on unnatural night work between the hours of 6 p. m. and 6 a. m. There is no distinction at the present time so far as pay or time allowance between the work consumed in the day time and the work consumed at night. We believe there should be either extra pay for this night work—and many outside industries grant pay and a half—or preferably a shorter hour; an allowance of 45 minutes to count as an hour for work performed between 6 p. m. and 6 a. m.

Now, the question of promotions is one that also comes up, and I will say, with all due respect to our supervisory officials, with whom we are all well pleased, that 12 of the 42 clerks which I spoke of, 30 of whom are distributing clerks, clerks at the cases who distribute the mail—12 clerks are assigned to window work and desk work—registered mail, parcel post, stamps, and so forth. These 12 have almost entirely daylight work. In fact, the latest schedule amongst them runs to 9, another to 8, another is not later than 6.30. Now, in nine years' experience in the Charlotte post office, while there have been in that time, to my own recollection, 12 vacancies in those positions, not a single one has been filled from the distributing force of the office,

from the workers, the workers who are required to do this scheme study you have heard so much about. These men on the window jobs do not have that scheme study, and are not required to do this night work. Not one of these positions has been filled from the ranks of those who are required to do this night work and this real hard work.

Senator MOSES. What is the reason for that?

Mr. MULLIGAN. I do not know, sir.

Senator MOSES. Did the men at the cases make application for transfer to these window positions?

Mr. MULLIGAN. Yes, sir. In my own experience of only three years, whenever one of these vacancies occurred, a man senior, or amongst the senior clerks, has always gone to the postmaster and asked for the position. At the present time these positions are filled in the post office, six with men and six with women.

Gentlemen, I hate to make any remark about the women. I like them too well.

Mr. BELL. And it is dangerous.

Mr. MULLIGAN. But it is not fair for young girls, in some cases with no dependents whatsoever, and in nearly every case in our office well qualified and efficient stenographers, who could make equally as much money and possibly more outside of the Post Office Service, to be brought in and placed ahead of these old men in the service—one man who is working with me has been 25 years in the service, standing at a case for 25 years, and his feet are almost broken down. Gentlemen, it isn't fair to bring these girls in.

Mr. STEENERSON. Is that man engaged in night work?

Mr. MULLIGAN. No; he is on one of the two daylight schedules at my office.

Mr. STEENERSON. He is one of the daylight men?

Mr. MULLIGAN. One of the daylight men; yes, sir. He has been on that one job, though, for 15 years, and he has held behind him 13 other men. He has not been taken off that one place, and, consequently, no one else can get in.

Mr. STEENERSON. It is really a matter of administration on the part of the postmaster, is it not?

Mr. MULLIGAN. Yes, sir.

Mr. STEENERSON. The postmaster could, if he was so disposed, remedy these things by a more equitable system of promotions?

Mr. MULLIGAN. With no disrespect, gentlemen, I hope that it is possible for this commission to take care of that sort of thing.

Mr. STEENERSON. Do you think we could remedy such defect as that by statute?

Mr. MULLIGAN. Yes, sir. There is a statute, if I understand correctly, which requires that supervisory officials be appointed from amongst the senior clerks in the office. It seems that a statute could also be made that would require that these window or daylight positions be filled from amongst the senior clerks in the office.

Mr. STEENERSON. That the window or daylight positions be filled from amongst those who held the night positions?

Mr. MULLIGAN. From amongst the senior positions.

Mr. STEENERSON. So that a man who was on a night schedule might have some hopes of getting a daylight job after awhile.

Mr. MULLIGAN. There is not much hope for these 27 men behind the daylight schedules at Charlotte; some of them have been there for 25 years.

Gentlemen, I thank you.

Mr. BELL. We thank you, Mr. Mulligan.

(Mr. Mulligan submitted the following brief:)

BRIEF SUBMITTED BY MR. H. E. MULLIGAN.

It is not our purpose to enter into a detailed discussion of the general increase in cost of living or the comparatively small increases in salary which we have received, even temporarily, but instead to respectfully call your attention to the detrimental effect to the service as observed at the post office to which we are attached and which we believe traceable to the low salary classification now in effect.

We submit the following for your consideration:

From a maximum roll of 42 clerks, 13, or a total of 31 per cent, have resigned during the 18 months period ending January 1, 1920.

At no time during this period has the postmaster been able to fill vacancies with eligibles from the civil-service register.

A large percentage, probably 75 per cent, of eligibles refused the appointment when tendered, due in most cases to their having found more remunerative employment elsewhere since date of examination or to closer investigation of conditions within the post office, salary, night work, etc.

In order to meet expenses, many clerks are known to be following in spare hours outside employment of various kinds, such as collecting bills, keeping books, truck farming, etc., while in other cases their wives or children of school age have sought employment in public works.

Your attention is also called to the increased frequency of examinations and the decreasing percentage of successful applicants, the exact figures of which are not at our disposal.

Doubtless the most damaging factor to the efficiency of the service under present classification is night work. Of the 30 distributing clerks, 27, or 90 per cent, are scheduled to begin earlier than 5 a. m. or end later than 7 p. m., and of the 240 hours performed by these daily 164, or 68 per cent, are between the hours of 6 p. m. and 6 a. m., only three daylight schedules ahead of these 27 clerks to which promotion is made by seniority. There are 4 with more than 10 years' service now working "split" or half night schedules. In this connection, realizing that a certain amount of such work is indispensable and with a view of removing the dread of same, we would suggest additional pay or shorter hours, preferably the latter, for whatever work is done between the hours of 6 p. m. and 6 a. m.

In addition to the 30 distributing clerks mentioned above, 12 are assigned to duties at windows and desks whose work is performed almost entirely in daylight, while in the last five years 12 vacancies have occurred among these, not one has been filled by a senior member of the distributing force, all having been filled either by women or young men in the service, only 3 having served more than 10 years, while 2 are substitutes. We would suggest legislation requiring postmasters to fill such vacancies from among senior clerks regardless of sex.

In order that they may handle the mails in an efficient manner, distributing clerks must continually study and practice their schemes, many having as much as 2,700 post offices in two States to commit to memory, and then to keep posted on changes which are constantly being made. An annual examination is required, which the clerk must stand 95 per cent perfect. This work must all be done outside of work hours, consuming an average of 30 minutes a day. As this extra work is required of only a part of the clerks, it is suggested that compensation in some form be granted, either in added pay or compensatory time, preferably the latter.

While the reports of almost all investigators differ as to the actual percentage of increase in the cost of living since 1916, yet all seem to agree that it lies somewhere between 75 per cent and 100 per cent, while for the corresponding period the maximum increase in salaries of post-office clerks has been 37 per cent.

We appeal to you, gentlemen, not alone for ourselves and our families, but as well for the great service to which we have become attached, that its efficiency may be retained at its highest and render to the public a service which would deserve and obtain the approval of all.

STATEMENT OF MR. W. H. RIDDLE, GREENVILLE, S. C.

Mr. RIDDLE. Mr. Chairman and gentlemen of the commission. I am a clerk in the Greenville (S. C.) post office, and I wish to state the facts as they exist now in our office. We have had recently five resignations; five clerks have resigned from the office because of the fact that they could get more money for their work in other lines of business.

Senator STERLING. How many clerks are there in your office?

Mr. RIDDLE. There are 24 clerks in our office. Those clerks who have resigned—some of them are old, experienced clerks; one man had been there 16 years as a clerk, one man 6 years, and some of the others for a shorter time—were offered better positions where they could earn more money for their work. In our city it is hard—in fact, impossible—to live on the wage we receive as postal employees.

We, the clerks of the Greenville post office, do not feel that we are getting a just salary for our work. In fact, the salary that we receive is too small to give us a living, much less lay aside anything for old age, and there are several concerns in our city paying larger salaries to their employees than the post-office employees are receiving, and we come before this commission with the hope that in the near future we will receive a larger salary for our work than we are now receiving.

Senator MOSES. What are you getting now?

Mr. RIDDLE. Thirteen hundred dollars.

Senator MOSES. How long have you been in the service?

Mr. RIDDLE. I entered the service as a regular clerk a little less than three years ago; as a substitute six years ago. I worked for something over three years as a substitute at 30, 35, and then 40 cents an hour, and then I was appointed a regular a little less than three years ago.

Senator STERLING. How much overtime were you required to work while you were a substitute?

Mr. RIDDLE. Well, I was required to report at the post office every day, and if there was no work for me to do I could deliver special deliveries. I had a bicycle, and I delivered special deliveries so as to earn a living wage. I was a substitute and, as I said, I was appointed a little less than three years ago.

Senator MOSES. Do you remember what you earned a month during that period?

Mr. RIDDLE. As I remember, it must have been about \$60 a month.

Senator STERLING. Were the other substitutes favored as you were in getting this special work?

Mr. RIDDLE. Oh, yes. The substitutes were all given a chance to deliver special deliveries. They had some special delivery messengers, but we were given the opportunity because we could not get work all the time, and we could not get work in other places, because we were required to report at the post office every day, and they gave the opportunity of delivering special deliveries so that we could earn a living during the time we were substitutes. With the recent increase we got some time ago and the promotions I have gotten since I entered three years ago I am now in the \$1,300 a year class. Now, gentlemen, I can not live on \$1,300 a year.

Senator MOSES. Have you a family?

Mr. RIDDLE. I have a wife and four children. No man with a family like that can possibly live on that wage.

Senator STERLING. Do you own your own home?

Mr. RIDDLE. No, sir; I do not. I pay rent; I pay a monthly rent.

Senator MOSES. Well, how do you do it. You say you can't do it, but you evidently do do it. Now, how do you do it?

Mr. RIDDLE. After my day's work in the post office is through, I go out and do some other little jobs to make a living. Clerks in other businesses don't have to do that, because their employers pay them enough, yet I am working for the greatest Government in the world and I have to go out after my day's work is done and do something else to make a living.

Senator STERLING. Do you consider yourself fortunate in finding something else to do in order to eke out a living?

Mr. RIDDLE. There are other clerks making more than I am. In other words, those in the top grade, making \$1,650, possibly can live without doing that, but in my case I have not been in the service long enough to reach the top grade.

Now, in regard to conditions in my office. When I came there a few years back, competitive examinations were held and there was an average of about 60 who would take the examination for clerks, once a year. Now they hold examinations about twice every year, and there are only about 8 or 10 people who take them. Why? Because there is no inducement to go into the service any more. The salary that the post-office employees receive is not sufficient to justify a man in standing these examinations, and that is reflected in the class of people who are taking these examinations. With no reflection on anyone personally, some of the men who have taken the examinations recently and are now on the eligible list are unfit for the service. During the holidays they have been working as extra help. Of course a man is not supposed to give the service when he enters that he will later on, but you can tell what is in a man and tell how he is going to work when you first start him and watch him.

Senator STERLING. Do you mean that some who were on the eligible list were called in for special and temporary service during the holidays?

Mr. RIDDLE. Exactly.

Senator STERLING. But that doesn't give them any permanent place?

Mr. RIDDLE. No, sir. You can tell whether or not they would make good clerks after they had an appointment, and most of those who have worked show that they could not learn to be efficient in the postal service if they were there for several years. Not casting any reflection on them, but from the observation of myself and the other employees, they would not make efficient clerks.

In regard to these resignations; some of those who have resigned were some of the best clerks in the post office and it is going to be hard to fill these positions like they have been filled, and to fill them from these eligible lists will be hard indeed. If this is going to continue every year, it will eventually come to where we can not get men to take these competitive examinations and eventually we won't be able to get men to fill these positions of the clerks who have resigned and left the service.

In regard to night work, I think that 45 minutes should constitute 1 hour's work in the hours from 6 p. m. to 6 a. m., because in other lines of business, men who work the night hours receive more salary

than those who work in the daytime, and another thing I would like to call your attention to is the overtime, the way we are paid for overtime. If you have ever thought of it, you will know that when we work overtime and on Sundays we do not receive as much per hour during that time as we do during the regular time for our day's work. Take a month that has 31 days in it—our Sunday time and overtime is based on the number of days that is in the month, and of course the number of hours in the month, and therefore we do not receive as much for overtime and Sunday work as we do for regular work, and I think, and we all think, we should receive more. We should have at least time and a half pay for overtime and all Sunday work.

Senator MOSES. Just how does that work out?

Mr. STEENERSON. Thirty-one days——

Mr. RIDDLE. That is it exactly. Take the greater number of hours in the month, which, of course, there are in a 31-day month than in a 30-day month.

Senator MOSES. Well, there are 248 hours in a 31-day month.

Mr. RIDDLE. When we draw our regular salary it is based on the number of working days.

Senator MOSES. Did you do any overtime in December?

Mr. RIDDLE. Yes, sir.

Senator MOSES. There are 31 days in December, and an 8-hour day would make 248 hours in that month. How much overtime did you work?

Mr. RIDDLE. I haven't those figures with me. The latter part of December I worked 38 hours overtime—the last two weeks.

Mr. STEENERSON. Doesn't one hour count one-eighth of a day?

Mr. RIDDLE. It does.

Senator MOSES. I see now what he means. He was drawing his \$108.33 for the 248 hours, and then he had 38 hours overtime at the same rate. How about the month of February?

Mr. RIDDLE. Well, the month of February, I don't think would bring it up. There is only one February in a year, anyhow. [Laughter.] We think, gentlemen, that this should be changed so that we should receive at least pay and a half for overtime and Sunday work, and we ask that you look into this.

Senator MOSES. You are suggesting only pay and a third when you say you advocate 45 minutes to constitute an hour.

Mr. BELL. That is for night work.

Senator MOSES. This is for night work, too.

Mr. STEENERSON. That would be a 6-hour day, wouldn't it?

Senator MOSES. Yes, but that is only paying time and a third.

Mr. RIDDLE. I should think that it is no more than fair that a man who has to go in there and work at night—all of his time at night—that he should not have to work as many hours as the man in day time.

Senator MOSES. Now you are suggesting that a man whose regular schedule calls for work between the hours of 6 at night and 6 in the morning should have 45 minutes constitute an hour's work, which is time and a third. You suggest that when you have a day schedule when you work overtime you should get time and a half.

Mr. RIDDLE. Yes, sir.

Senator MOSES. Why the discrimination?

Mr. RIDDLE. Well, if he has to work overtime, the man who works at night, give him time and a half. I make no discrimination. If he has to work overtime, pay him the same amount. Or, if it seems best that they should pay the night man a larger salary than the day man, we would be glad to work daytime at my salary and let the night man receive a greater salary, because I think it is due them.

Mr. STEENERSON. You don't think it is necessary to make a 6-hour day for night work, do you? It is only a question of compensation with you.

Mr. RIDDLE. Well, if it seems best that the salary should be greater, that would be perfectly all right with everybody, but I think there should be a difference.

Mr. STEENERSON. Physically they could stand eight hours' work at night?

Mr. RIDDLE. I think they could.

Mr. STEENERSON. So that if they got sufficient pay, everything would be satisfactory?

Mr. RIDDLE. I think so. I think a man who works during the night should receive greater pay or shorter hours than the man who works in the day time. That is the substance of the thing.

Now, with regard to the ladies in the office. I have nothing against the ladies whatever, but there have been some ladies appointed in the Greenville post office recently that have all day hours, and there are clerks there who have been there some time who have all night hours. There is no inducement for these men to stay in the service and work at night when they can not see any hope of getting a day schedule. My suggestion would be if ladies are going to take a man's work that they should take a man's hours.

Mr. BELL. Work at night?

Mr. RIDDLE. Yes, sir.

Mr. STEENERSON. I think we had an important postmaster state before us sometime ago that women were not suitable for this work you spoke of—the distributing and carrier work, that they have to be put at windows or desks because the other work was too strenuous, standing and walking around continuously all these hours, and that therefore they were given these places.

Mr. RIDDLE. Well, I should think that if they can not stand the work the men do, that they should not be expected to receive the salary the men do.

Senator MOSES. Or, in other words, with equal suffrage, you want equality in everything. [Applause.]

Mr. STEENERSON. Do you think it would be in the interest of efficiency in the service to not have women clerks and carriers in the post office?

Mr. RIDDLE. With all due respect to the ladies, I think so.

Mr. STEENERSON. Except as stenographers?

Mr. RIDDLE. Except as stenographers.

Mr. BELL. Don't they make good stamp clerks and money-order clerks? Don't they fill those positions as well as the men?

Mr. RIDDLE. I don't think so, from some we have had in our office. Take a stamp clerk we have in our office. We have a very good one. He is fast and accurate. We have had some ladies on his window when he would be off on a vacation, and they could not turn off near the work he does.

Mr. BELL. That was not their regular work, was it?

Mr. RIDDLE. No; it was not their regular line.

Mr. BELL. They were not as accustomed to it as the man was?

Mr. RIDDLE. No, sir.

Mr. STEENERSON. Your idea is that these places should be reserved for those who do this hard work, especially the night work?

Mr. RIDDLE. I should think those men who have been in the service some time, especially at night, should later on receive these better places and better hours.

Mr. BELL. We are much obliged to you. Before the next speaker appears, I want to say that the commission wants to hear from all those who have been picked out, but we will be obliged to stay within the limitations of time or else we won't get through or hear from all the representatives, so that I would like all those that appear to make their statements as brief as possible. If you do not make statements sufficient to satisfy yourselves, you can file briefs, and they will go into the record, and we will see it just the same.

The next on the list is Mr. W. F. Moseley.

STATEMENT OF MR. W. F. MOSELEY, COLUMBIA, S. C.

Mr. MOSELEY. Mr. Chairman, and gentlemen of this commission, I believe I have two minutes assigned to me. I will not attempt to mention my brief, but will just say that I am a special clerk. I served three years in the Philippines, one of which was in the mail service. I have been 15 years in the service of the United States. My present salary is \$1,750 at the Columbia office.

At our office we have 31 clerks, 15 substitutes; 29 carriers, 3 substitute carriers. We have a superintendent of mails at a salary of \$2,150, including bonus; 1 cashier, \$1,925, who is acting assistant postmaster, leaving 15 clerks, with salaries of \$1,500 and below, according to the length of service.

Senator STERLING. What is your exact position?

Mr. MOSELEY. I am a special clerk, assigned to the parcel-post division. We have two special clerks, both assigned to parcel post.

Senator STERLING. Do you do any night work in the parcel-post division?

Mr. MOSELEY. No, sir.

Senator STERLING. Is night work required for parcel-post business?

Mr. MOSELEY. No, sir; we close at 6 o'clock in that division.

Senator STERLING. Your work is eight hours?

Mr. MOSELEY. Yes, sir.

Senator STERLING. Do you work overtime at all?

Mr. MOSELEY. I did in the holiday season. I worked 15 hours in the latter part of December. The present salary of the postmaster at our office is \$5,000, but on account of Camp Pike being reduced by possibly 2,000 soldiers, naturally next year the salary of the postmaster will be reduced, I suppose, to about \$3,700. That, of course, will affect the assistant postmaster and the superintendent of mails. I have a brief here which I will submit to Mr. Beasley.

The brief referred to follows:

BRIEF FILED BY MR. W. F. MOSELEY, FROM THE POSTAL EMPLOYEES OF THE COLUMBIA, S. C., POST OFFICE AND VICINITY.

In presenting this brief, as a representative of the supervisory employees in the Columbia post office and clerks at Beaufort, Bennettsville, Camden, Georgetown, Hartsville, and Lancaster, it is not with the thought that I am presenting new or mentioning conditions with which you are not reasonably familiar, after visiting as many of the large postal centers, such as New York, Chicago, Cincinnati, St. Paul, etc., but we wish to add our evidence as to the imperative need of remedial legislation along the lines suggested by others that have appeared before you. Therefore, I have not included any statistics on salary tables.

THE CAPITAL CITY.

Columbia being the capital city, there seems to be an artificial something that tends to enhance the cost of the necessities of life, among them house rent, which has increased over 100 per cent, and the end is not yet. Food, clothing, light, and fuel prices have soared until the prices are something like 76 per cent above what they were five years ago.

AVERAGE EXPENDITURES LESS IN SOUTH.

The average clerk can get along without buying much furniture or luxuries, but we have to have food, fuel, and light, pay rent, and buy a reasonable amount of clothing. We of the South are fortunate in that God "tempers the wind to the shorn lamb," as our mild climate enables us to get along without heavy expensive clothing and with less fuel during the winter months than what is required of our neighbors farther north. If that was not the case there would be considerably more suffering for the want of fuel and clothing, as we are not receiving a salary that would justify the expenditure.

AS TO THE AMOUNT OF INCREASE OF SALARIES.

We believe the members of the commission are convinced of the need of an increase in the compensation to be given the postal workers throughout the country. We mean on a permanent basis, at least for several years, but the mooted question is to agree on the amount that should be given. We suggest that the examination for clerk-carrier in the Post Office Service be made first grade, with an entrance salary of \$1,400, with automatic promotions of \$200 annually until the \$2,200 grade is reached, a salary of \$2,300 and \$2,400 being provided for special clerks and \$2,500 for supervisory officials in small first-class offices.

To provide the money necessary to cover the increased compensation mentioned in the preceding paragraph we suggest that postage on first-class mail and postal cards be restored to a war-time basis, as there was very little complaint on the part of the public in paying 3 cents per ounce on letters, and we believe it would be a grievous mistake to reduce postage on letters for local delivery to 1 cent. Gentlemen, while we are on the subject of the rate of postage, we believe that printed matter should be restored to the third-class rate; so, also, catalogues be denied the privilege of the parcel-post rate, but should be mailed from the office of publication, and not be shipped by freight to a central distributing point, to be mailed at the local or second zone rate of postage.

SUBSTITUTES TO BE REDUCED.

The number of substitute clerks should be reduced, or a reasonable limitation upon the period of substitute service, with credit given for such service in determining entrance salary grade upon regular appointment.

RETIREMENT LEGISLATION.

Next in importance to the salary question is that of the retirement of the aged postal workers, and we indorse the Lehlbach-Sterling bill, or some similar measure. While it contemplates deductions from the employees' salaries at the rate of 2½ per cent, yet these deductions are to be placed to the credit of the employee in the event of his separation from the service. Post-office clerks would be entitled to retirement at age 62 with a maximum annuity of \$720 per year.

NIGHT WORK.

It is a well-known fact that night work is unpleasant, giving little opportunity for social intercourse, thereby causing much dissatisfaction, with a corresponding loss of efficiency; therefore, we would suggest that seven hours work after 6 p. m. constitute a day's work.

VACATION.

As employees of all branches of the Government service, except post-office clerks, carriers, and laborers, are allowed 30 days vacation per year, we ask that postal employees be given an equal privilege with other employees of the Federal Government.

A COURT OF APPEALS.

The Federal civil service should make provision for granting employees the right to appeal from the decision of officials in cases involving demotion or dismissal, and lodging arbitrary power in the hands of officials frequently results in injustice being done an employee; therefore, we suggest that a court of appeals be created, granting civil-service employees the right of a hearing in cases of demotion or dismissal.

RECOGNITION OF SENIORITY.

Recognition of seniority is one of the essentials which will promote the best interest of the Postal Service; will lend incentive alike to the senior clerk as well as the new entrant, as a reward for the service of older clerks, and the lack of such recognition of seniority with reference to promotions and assignments is a flagrant abuse of the civil-service laws, therefore, we insist upon the observance of the right of seniority.

Now, gentlemen, in conclusion we do not believe we have asked for anything that is unreasonable as to salaries or the betterment of working conditions in the Postal Service. We want to educate our children; have time for recreation; have time for study; and should not be compelled to supplement our salary by outside employment, as I do not believe a clerk can give his best service to his Government if it is necessary for him to seek employment outside of the Postal Service when not on duty. In not doing so, my family has made many sacrifices in order to eke out an existence, as I do not call it a "living."

SALARY STATISTICS, COLUMBIA POST OFFICE.

Present salary of postmaster, \$5,000 (acting). No assistant postmaster. Superintendent of mails, basic, \$1,800; present, \$2,125. Assistant superintendent of mails, basic, \$1,600; present, \$1,925. Cashier, acting assistant postmaster, basic, \$1,600; present, \$1,925. Foreman money order, basic, \$1,600; present, \$1,925. Foreman night force, city division, basic, \$1,600; present, \$1,925. Clerks, 31; substitutes, 15; carriers, 27; rural free-delivery routes, 5; registered pieces handled last year, 33,836; insured parcel-post pieces handled last year, 38,868; money orders issued, 85,022; money orders paid, 105,584; money orders, foreign, issued, 171; money orders, foreign, paid, 84.

Mr. BELL. The next is Mr. W. J. Kelly, of Charleston, S. C.

Mr. KELLY. I yield my time to the Georgia clerks.

Mr. BELL. We will call on Mr. C. G. Clark.

STATEMENT OF MR. C. G. CLARK, ATLANTA, GA.

Mr. CLARK. I am a clerk in the Atlanta, Ga., post office, Camp Gordon Branch. I have been in the service a little more than 13 years, 4 of them as a railway mail clerk, 1 year as a postal agent for the American Expeditionary Forces in France.

Gentlemen, you have questioned some here to-day as to how mail is being handled in the large offices, with delay or without delay. This mail is being handled in our large office here by making overtime. You know that it is impossible to continue this overtime year in and year out. We have for the last two years made more overtime than ever. Why? Because we haven't the young blood coming into the

service that we should have. You will find our civil service eligible lists all over the country depleted, and speaking for Atlanta particularly depleted. We have 208 clerks in our Atlanta post office with 117 auxiliary and substitutes besides. There are men continuously coming and going all the time in our Atlanta post office. More than six hundred within the last four years have come in and left the Atlanta post office.

Mr. STEENERSON. Is that the whole force?

Mr. CLARK. That includes the whole force—clerks, carriers, mechanics, etc.

Senator MOSES. What is the total force?

Mr. CLARK. Five hundred and fifty one is the total force of the office. What inducement is there for the young man to come into the service to-day? A few years ago I used to have young men come to me anxious to take the examinations. No more is that the case. Why? Here in the city of Atlanta, which is the fourth as an insurance center, we have offices that pay these young men much more than the post office can pay under the law. It is impossible almost to get these young men to take the examination, and as I have just stated, what can we do but continue to work overtime all the time, and that can not go on year in and year out. The mail has got to move, however. If it doesn't move, you hear from the business men.

Senator STERLING. How much overtime is there worked on an average?

Mr. CLARK. My dear sir, I haven't access to the finance books of this office, being only 1 employee out of 551. I have never had the opportunity of getting exact data on that, but I do know that that is the way the mail is moving, by the overtime made in our office. It is not the fault of the supervisory officials of our office. It is due to the fact that we can not get young blood in our office; no substitutes are coming in and learning these schemes. It is absolutely necessary that the supervisory officials require these men to work overtime. That can not continue always. We must offer some inducement to have men come into the service.

The gentleman on my left [Mr. Steenerson] has asked a question as to where we would get the funds to pay increased salaries. I do not believe the public objects to paying 3-cent postage on letters [Applause.] Canada is paying 3-cent postage; France is now paying 3-cent postage. A small country like France, where the expense of transporting a letter from one end of it to the other is only as great as from here to the Mississippi River, is charging 3 cents while, as a matter of fact, we charge only 2 cents to transport a letter from here to Seattle, Wash.

The people of this country had some experience in paying 3-cent postage during the war. Nothing was said about it. They want efficient service [applause] and in order to get efficient men we have got to pay them the price. If we do not, others in the field employing young men will certainly employ them, and the Government will be the loser.

Senator MOSES. You spoke of the insurance companies being competitors with the Post Office Department for clerks. What do they start their clerks at?

Mr. CLARK. They start their younger clerks in at something like \$85 per month, but I wish to say that the opportunities for promotion

are much greater, faster, than the law allows in the Post Office Department, thereby offering a greater inducement. The reason I referred to the insurance companies is because Atlanta ranks fourth in insurance agencies of the United States.

Senator MOSES. Also another reason is that the work is substantially of the same character.

Mr. CLARK. Exactly.

Senator STERLING. What does the experienced insurance clerk get—having an entrance salary of \$85 a month—what will his salary reach after a year or two?

Mr. CLARK. Many of my friends who have been in that service less than I have been in the Postal Service are getting \$225 and \$250 a month.

Senator STERLING. How long have you been in the service?

Mr. CLARK. Thirteen years. Gentlemen, the cost of living in Atlanta has increased—groceries and clothing—155 per cent.

Senator MOSES. And rents?

Mr. CLARK. From 60 to 70 per cent. We attribute that locally to the large conflagration we had May 15, 1917, which wiped out 1,500 homes.

Senator STERLING. What is your salary?

Mr. CLARK. \$1,650 a year.

Senator STERLING. And do you have a family?

Mr. CLARK. I have not, sir. That is one reason I have not, by the way. [Applause.] I make that statement in all earnestness, too.

Senator STERLING. You have advanced one of the best arguments yet made, Mr. Clark.

Mr. CLARK. I thank you for the compliment. With that, I will leave it with you gentlemen.

STATEMENT OF MR. J. O. GREENE, AUGUSTA, GA.

Mr. GREENE. Gentlemen, I have two minutes. I feel that will be plenty. I am from the Augusta office. Augusta is a city of approximately 60,000, and we have 31 clerks, including supervisory help—24 regular clerks, and of this number 4 have resigned since the middle of November, which is 16½ per cent of the regular clerical force. Now, these boys, young men, have gone out, I am sure, to accept positions in some field of business where they can receive better salaries, and four green clerks have been appointed to take the place of these four regular clerks, and in the face of the heavy winter mails and the Christmas rush, had it not been for the overtime, without compensation, put in by the foremen of the different departments, I believe the machinery of our office would have been paralyzed. Our supervisory help and foremen and bosses put their shoulders to the wheel and worked overtime and got everything off and everybody else fell right in line and we pulled through and possibly have dodged some just criticism in so far as efficient service is concerned.

After the appointment of these 4 new clerks we have left 14 substitute clerks. Ten of these are young ladies, girls, and they, I think—I will say it although they are not here—are exceptionally good clerks. I work right close to them and am married and have no policy in saying it. All of the women have day schedules, and about half of them are performing duties for which they are, in my

judgment, better fitted than we are; they are stenographers and manipulate their fingers well and I do not know how we would get along without them. There are 10 of these ladies and 4 boys on the substitute list, and owing to the increased popularity of the parcel post and the tremendous amount of night work at our office, there is quite a lot of work that would be distasteful to these girls if they were put on it.

I want to say right here that our eligible list is exhausted. The secretary of the local board of civil service told me yesterday morning—I understood him to say there was not a name on it. I am sure he said there was not the name of a man on it. In addition to this help we have five, I understand, who are working, not to move the Christmas rush, but who have been working for some time as auxiliary or temporary help because there were no names on the list, and oftentimes we are favored in getting rather bright men to come into our office, but they, just like the four who have just left us, come in and look around and see just what is expected of them and they pass on out. There is a reason for all of this. We had a young man who has gone back to the farm, another has gone into one of the city offices to work. The minimum salary paid by the banks in our town is \$125 a month, I am told, and one of the big department stores pays their clerks an average salary of \$40 a week. That doesn't include the managers of the departments. I know two messenger boys, one who had not been to school since he was 12 years of age, and they are getting, one \$175, and the other \$200 a month.

As for myself, I feel that we need young blood. I have served my time in the service and have acquired that helpless feeling that is the heritage of the service. The thing that I think we should do is not so much to satisfy the old fellows who have passed their zenith in the service but to hold out something that will get new blood to replace these fellows as they go.

I am satisfied that the people would be willing to pay enough postage to insure efficient service. They only need a little education along that line.

That is the condition of our office, gentlemen. I promised not to take more than two minutes and I think they must be about up. The Augusta post office ranked second only to Atlanta in receipts last year. I think the receipts were something like \$513,000, and this fiscal year the receipts will be approximately \$550,000, and for that reason I am glad to tell of the conditions down there and I appreciate your interest.

STATEMENT OF MR. E. C. GRINER, VALDOSTA, GA.

Mr. GRINER. I am a clerk in the mailing division of the Valdosta post office. I will just relate a few of the real facts and conditions as they exist in our office to-day. We have a force of 10 regular clerks, I believe. Three of these clerks have been appointed regulars within the last three months. Two of these clerks have been in the service there less than two years, leaving five that you might call older clerks. We had a resignation recently to take effect December 1, I believe, of a clerk who had been in the service 18 years, who resigned to take a position which pays him \$1,800—more than he was getting as a post-office clerk after having served for 18 years.

Mr. BELL. \$1,800 more?

Mr. GRINER. \$1,800 was his entrance salary in the new position.

Senator STERLING. He had been getting as a clerk a maximum of how much?

Mr. GRINER. His maximum as a clerk was not that much—something like \$1,650, I believe. Another thing is that our clerks are overworked. We make overtime every day. We work Sundays and holidays. It is next to impossible to get time off because we haven't the force of men who are competent to relieve us; men who have been on the job long enough to know how to do the work are overworked.

Senator STERLING. What position did this clerk who resigned after 18 years' service hold?

Mr. GRINER. He was the register clerk.

Senator STERLING. What position did he go into?

Mr. GRINER. He went into the automobile business at Gainesville, Fla. I think, gentlemen, that the post-office clerk need consideration in regard to night work and in regard to Sunday work and overtime. All this ought to be considered, and in order to restore the service to its one-time efficiency and to maintain the service the American people desire and, we might say, demand, changes have got to be made. We must make the service attractive to young men. They must see some future to it, gentlemen. I have been in the service as a regular employee for something like three years, but I see no future to it as it stands.

Senator STERLING. Your pay is \$1,650 now?

Mr. GRINER. No, sir.

Senator STERLING. What is your pay?

Mr. GRINER. I get only \$1,200.

Mr. BELL. You got the \$150 emergency increase, didn't you?

Mr. GRINER. This includes—

Mr. BELL. Everything?

Mr. GRINER. Everything. Yes, sir.

Senator MOSES. What did you start at—\$800?

Mr. GRINER. I started at \$800.

Senator MOSES. Then you got a \$200 bonus; then \$150. Where were your automatic promotions?

Mr. GRINER. I have not had any automatic promotions.

Mr. BELL. He has not been in the service long enough.

Senator MOSES. Three years, and not get any automatic promotions?

Mr. GRINER. My postmaster has written the first assistant for a ruling and he has not heard.

Mr. BELL. If there were any vacancies higher than you, you would be entitled to that, wouldn't you?

Mr. GRINER. I think so.

Mr. BELL. By promotion—automatically.

Mr. GRINER. Yes, sir. I am in the mailing division. My tour is from 4 p. m. to 12.30 a. m., with 30 minutes for lunch. There are two of these new clerks who were recently appointed 42 and 43 years old, respectively. I can never hope—regardless of the time of service I put in in that office—I can never hope to get a day job with the present force we have, because these older clerks are inefficient. They can not do the work that we younger clerks can do. These men will never attain that degree of efficiency that a young man would.

Senator STERLING. From what business do they come into your office?

Mr. GRINER. One was a fourth-class postmaster, I understand, prior to his coming to our office.

Mr. BELL. Was he transferred, or did he take the civil-service examination?

Mr. GRINER. I think he took the examination. As I have just said, something must be done; some changes must be made to make the service more attractive, so that we can get men with talent, young men, to enter the service, and so that they can hope to attain something for themselves and those dependent upon them. I am a married man and have one child, and I know \$1,200 means a mere existence.

Mr. BELL. We are much obliged to you. The next gentleman is Mr. Clyde Lawrence, of Columbus, Ga.

STATEMENT OF MR. CLYDE LAWRENCE, COLUMBUS, GA.

Mr. LAWRENCE. Gentlemen, I have been in the service 26 years. I have had every position in the Columbus, Ga., post office, and I think that when a man has been in the post office or any other business 26 years and then has to accept outside employment to meet the requirements of his family, I think it is time something should be done for him. I was also, you might say, ruined for life in the service a good many years ago with a sack of mail. My back was sprained, which I have never gotten over, and I think there should be some provision made also for clerks who have been employed in the service for years and get down and out from different causes of that kind.

Senator STERLING. What is your present compensation?

Mr. LAWRENCE. \$1,750, which includes my recent raise. In about 30 days I will be made superintendent of mails. Our postmaster and assistant carry out the rules of the office there with regard to promotions of the men in the office. We have absolutely no grievance except that we need more money. The postmaster and his assistant do everything in their power for us. We have no men on our substitute list. It seems we can not get anybody to take the examinations. We are using now four men, just engaged—we just picked them up off the street, you might say. We haven't the inducements to offer, I don't think, to get men to come into the service. We are required to live what you might say is a pretty decent sort of a life. We are required to take care of ourselves and family in a good way. We are looked on as a little more than the average man, you might say, in a way. My own daughter, for instance. She had just completed her course in a preparatory school and I was going to send her to college, but financial conditions with me were such that I couldn't. She is now at work trying to make enough money so that she can complete her education, and with the salaries we are getting and the present high cost of living we find it is impossible to do it.

Now, we also have a lot of overtime, and when there is any overtime going around my place I am Johnny on the spot, because it is money that we need to keep going, and we never hesitate when there is any overtime and say, "Bill, you do it." Whenever there is any overtime to be done John says, "Let me do it." Everybody wants it. I have worked every holiday for a couple of years at least, every holiday, and during the Christmas time I worked from 5.20 in the morning to anywhere from 6 to 7 at night with 1 hour off for breakfast.

Mr. BELL. You were glad to get that overtime?

Mr. LAWRENCE. Glad to have it. I didn't even take time off for lunch and supper. The boss came to me and said, "Young man, you go home. You have done enough."

Mr. STEENERSON. Suppose the minimum salary was \$1,800 and the maximum \$2,400; wouldn't the clerks still work overtime?

Mr. LAWRENCE. They might have to work overtime, but you would be getting some men into the service who would work regularly and learn to do the work. You wouldn't have so many of these green men who havn't the experience.

Mr. STEENERSON. There wouldn't be so much necessity for overtime?

Mr. LAWRENCE. There wouldn't be so much necessity for overtime, because a man, after he gets the experience—two experienced men can do as much work as any three green men. We also have at Columbus what is supposed to be the biggest thing in a military line—Camp Benning—and that is working us very hard. We are glad to have the camp, but it has run the cost of living up wonderfully. Our house rents have almost doubled.

Mr. STEENERSON. Is that a permanent institution?

Mr. LAWRENCE. Yes, sir.

Mr. STEENERSON. I thought we were demobilizing.

Mr. LAWRENCE. Camp Benning is a permanent camp. Camp Benning is here to stay and we are going to have a good bunch of men there, and every man that comes through the United States training schools you will find will wind up there at Benning. Even the men who come through West Point will go there. It gives us a wonderful amount of work and wonderfully increased house rents and groceries, etc.

Senator STERLING. Do you rent the house in which you live?

Mr. LAWRENCE. I unfortunately do not own my house. I do not have to pay any rent in this way: My father-in-law is an old man, 78 years old. He is blind and absolutely helpless. He owns the house and he lives with us. We live with him, I should say. He owns the house. We furnish absolutely everything that goes into it. All the income he has in the world is what he gets from us and what the State of Georgia pays him as an old veteran.

Mr. Lawrence submitted the following brief:

BRIEF SUBMITTED BY MR. CLYDE LAWRENCE.

The clerks of the Columbus, Ga., post office respectfully submit this brief for your consideration.

In the year 1908 salaries of post-office clerks were put in grades ranging from \$800 to \$1,200 per year, with special clerk grade of \$1,300. Practically no further increase was granted until the year 1918, when we received a bonus of \$200 per year, and on July 1, 1919, an increase of \$100 per year, and on November 8, 1919, a special increase was granted for the current fiscal year only of \$150 for certain clerks and \$200 for others.

Post-office clerks' salaries do not compare favorably with those paid by private industries, the average pay per hour being about 50 cents, while other industries pay as follows:

Common laborer in building lines, 40 cents per hour; plumber, \$1 per hour; painter, 75 cents per hour; ironworker, 75 cents per hour; steam fitter, 81 cents per hour; cement finisher, 60 cents per hour; carpenter, 75 cents per hour; lath workers, 80 cents per hour; minimum salary paid clerks in local stores, \$80 per month; minimum salary paid clerks in local banks, \$125 per month; maximum salary paid clerks in local banks, \$200 per month; clerks in railroad offices, ranging from \$87.50 to \$175 per month.

It is clear that post office clerks, the nature of whose work equals any of the above occupations, do not receive sufficient pay, and if private enterprises, whose wares are bringing high prices, realize that their employees need more pay in order to pay their part of the combined increases of all wares, the Government, because their wares (postage) have not increased, certainly can not expect their employees to live on less than other employees.

An almost incomprehensible loyalty to the service, an admirable spirit, has held together this wonderful organization in spite of low wages while almost every other kind of human endeavor has found increased rewards. The most loyal have been the least rewarded. Men who have served the post office faithfully all their lives are confronted with poverty the moment they fall ill or are injured out of the line of duty. Their pay never has been sufficient to permit old-age funds of their own. Able-bodied men can not be expected to remain in the service. The unsurpassed efficiency of the Postal Service is bound to deteriorate. There ought to be immediate better pay.

There are many disagreeable features connected with the work of a post-office clerk. Nearly every clerk in the Columbus post office has at some time performed a long period of night work, the amount of night work varying according to the division; for instance, in the mailing division there are men who do constant night work with no alternating with day clerks; in the city distributing division most of the clerks work one month at night and one month at day. The only clerks in the office who have straight daywork are window clerks. The fact that clerks are required to perform night work, which causes them to necessarily have to lead very irregular lives, should be a strong factor for higher salaries. Another undesirable feature to post-office clerk work is that clerks are required to study schemes at home, which they have to do from the time they are substitutes as long as they are in the service; unless they are assigned to window work. They are examined on these schemes at least once a year. In addition to scheme study and keeping up with the many changes in the schemes, it is necessary to have a fair knowledge of the postal laws and regulations, as well as a multitude of other facts, including the schedules of trains in the division, numbers of trains in the division, and many others which we recognize as essential duties, but which should be given consideration by the commission in determining the salaries of clerks.

Nearly all of the clerks in the Columbus post office, except window clerks, are required to work on Sunday. A day of compensation or overtime is given for the work performed, still none of the clerks prefer to work on Sunday. However, most of the clerks take pay instead of compensatory time, as their financial condition is so acute, and they prefer to see their families having the necessities of life rather than having a day off. Conditions that cause men to violate their obligations to their God in order that their families may not suffer certainly calls for relief.

It is a certain fact that post-office clerks are worked harder now than ever before due to an increase in general business without the corresponding increase in the number of clerks. Every clerk in the office is worked to his maximum capacity, and his work must be exact, too. This is due to the fact, too, that so many old men in the service have resigned, because of low salaries and unusual working hours with little opportunity for advancement, and, as a consequence, the service is filled with green and inexperienced men, which causes the experienced men to have to do the bulk of the work.

In conclusion we wish to thank the commission for their efforts in securing an understanding of postal conditions, and we assure you that we are thoroughly interested in the service and put forth at all times our best efforts to make the service what we wish it to be and what it ought to be—the best Postal Service in the world. The citizens of the United States wish to see all employees in the Postal Service well paid, and we believe that any recommendation that you make to Congress to that end will be the expression of the will of the people.

Briefs were submitted by W. J. Kelly, Charleston, S. C., John E. White, Atlanta, Ga., post-office clerks, Montgomery, Ala., Ed. L. King, Rome, Ga., J. R. Stone, Spartanburg, S. C., and A. E. Ragsdale et al, Atlanta, Ga., as follows:

BRIEF SUBMITTED BY MR. W. J. KELLY, CHARLESTON, S. C.

We, the clerks of the Charleston, S. C., post office, do hereby adopt the following resolutions, and favor the amendment of the present law so as to provide for three salary grades, as follows:

That the salary for the first year be \$1,800; for the second year, \$2,100; and for the third year, \$2,400, with a proviso for the immediate promotion, under the enactment of the law, of all employees of grades 1 and 2 under the old law to grade 1 under the new law, all employees of grades 3 and 4 under the old law to grade 2 under the new

law, and all employees in grades 5 and 6 under the old law to grade 3 under the new law, all future promotions to be made at the beginning of the quarter nearest to date of expiration of one year's service in the next lower grade.

Further provided that superintendent of mails and superintendent of finance should receive 80 per cent of the postmaster's salary, namely, \$2,600 minimum and \$3,000 maximum. All supervisory officials under superintendent of mails and superintendent of finance should receive no less than \$200 above the maximum salary of regular clerks.

Further provided that special clerks, that is, clerks doing work of a technical nature, be divided into two grades, respectively, \$100 and \$200, above the maximum salary of regular clerks, and that special clerkships be appointed by seniority only.

Further provided that substitute clerks be paid at the rate of 70 cents per hour, and after 1,440 hours, or six months, satisfactory service they be promoted to the first grade of regular clerk.

Further provided that clerks be allowed 88 hours, or 11 days, off for the studying of a new scheme, and 24 hours, or 3 days, for the review of an old one.

Further provided—

1. That clerks be allowed 30 days vacation and 15 days sick leave with pay.
2. That a court of justice be provided, for the fair trial of clerks, consisting of the postmaster, two clerks chosen by the accused, and an uninterested person to be chosen by the postmaster to be acceptable to all concerned.
3. That six hours' night work between 6 p. m. and 6 a. m. be equivalent to an eight-hour day.
4. That double time for all overtime performed nights, Sundays, and holidays, with time and a half for week-day overtime, should be paid.
5. That a committee of employees be appointed at each post office to meet with the postmaster once a month for exchange of ideas and to offer suggestions for the benefit of the service and local conditions.
6. That the employment of women in the Post Office Service be discouraged, as the employment of same forces men to work nights without hope of relief for day work. If women must be employed, require them to share the night work with the men.
7. That postal employees shall not be required to work more than 44 hours a week.
8. That all work performed on Sunday be compensated with pro rata time off during the following six days and all work performed on holidays be compensated with time off during the following 30 days.

GENERAL INFORMATION.

1. Fifty per cent of the men work natural hours (i. e., from 6 a. m. to 6 p. m.). All of the women work natural hours.
2. We employ no regular system for seniority promotion.
3. Most of the resignations from the service by young men are caused by night work with no hope of future permanent day work. If a regular system were devised whereby promotions were made by the length of service at night—that is, if the men were promoted in order as vacancies occurred in the permanent day work—this might serve to induce young men to remain, as they are thus given hope for permanent day work at some future time.
4. Schedule for night work: Incoming mail—Clerks work from 5.30 p. m. to 2 a. m. (one-half hour for lunch), others 7 p. m. to 3 a. m. or 11 p. m. to 8 a. m. (one hour for lunch).
Outgoing mail—Clerks work from 6 p. m. to 3 a. m. (one hour for lunch), or 10 p. m. to 7 a. m. (one hour for lunch).
Scheme study.—Clerks are required to put up two examinations per year in this office. One hour per day for three months preceding examination is necessary to properly prepare for each examination.
Number of employees at this post office, 44; number of resignations at this post office, 7 regulars, 40 substitutes.

BRIEF FILED BY JOHN E. WHITE, ATLANTA, GA.

You have heard, and will hear again, how much pay a post-office clerk should receive as a living wage. I will therefore refrain from adding anything further to that subject as I feel assured that your honorable commission will arrive at what you consider a just conclusion. But there is another fact of the utmost importance that confronts the service to-day, to which I desire to invite your attention, and that is the fact that there is no inducement held out to an old and experienced clerk to keep him in the service.

Millions of dollars are spent annually to maintain the Army and Navy, from which there is no return—in cash. This money is spent for service and the Army and Navy

performs it. Now, there are millions of people in this country who never saw a battleship and never will; yet every man, woman, and child in the United States is a patron of the post office and every one of them not only wants but demands service and is entitled to it.

Now, the post office was not established for pecuniary gain on the part of the United States Government but was intended solely for service—efficient service and plenty of it. Not more than 1 man in 10,000 cares a rap whether the post office pays expenses, earns a profit, or is run at a loss as long as he gets his mail and gets it promptly.

The surest way to give the public this service is to provide the post office with a sufficient amount of efficient help, which can not be done unless you pay the employees not only a living wage but offer them an inducement to keep them in the service, for the longer they stay the more valuable their services become. This fact is self-evident.

When an experienced clerk leaves the service it cripples it that much. You can not replace that man in less than three and in some cases five years; it depends on what division the clerk was in. I repeat, therefore, that something should be done to keep a man in the service, as a clerk would be foolish to remain in the post office if he could do better elsewhere.

I have but recently returned to the post office from the Army, where I held a commission as an officer. As I had been in the Army before, I completed 5 years' service while there, although I had been out more than 15 years. When I completed this 5 years' service I was given a 10 per cent increase in my base pay. This is called "longevity pay."

Longevity pay is given to all officers regardless of rank, at the end of 5, 10, 15, and 20 years' service, making a total of 40 per cent increase in pay, which easily accounts for the fact that an officer in the Army is satisfied and few of them resign.

There is absolutely no reason why this should not prevail in the post office. It would be only delayed justice to the old and experienced clerks who have given the best part of their lives to the service and are now too old to start in something else.

Longevity pay, together with a retirement law—to which they are entitled—would, I am quite sure, solve the problem; it would give the men something to look forward to; it would keep the men in the service. A satisfied worker always gives his employer the very best there is in him; therefore, the public would be benefited as well as the service.

Excerpts from the Army pay tables concerning the pay of a second lieutenant are submitted for your comparison with the pay that is being asked for a post-office clerk. It is my belief, and also those whom I represent, that this is a more modest request and would prove more satisfactory to both the men and the Post Office Department.

Daily rates of pay to second lieutenants.

	First 5 years.	After 5 years.	After 10 years.	After 15 years.	After 20 years.
Per year.....	\$1,700.00	\$1,870.00	\$2,000.00	\$2,210.00	\$2,380.00
Per month.....	141.67	155.83	170.00	184.17	198.33
Per day.....	4.72	5.19	5.67	6.14	6.61

Daily rates of longevity pay to second lieutenants.

After 5 years.	After 10 years.	After 15 years.	After 20 years.
\$0.47	\$0.94	\$1.41	\$1.80

Daily rates of pay to retired second lieutenants.

[Retired officers receive 75 per cent of the pay of their grade (salary and increase).—R. S. 1274.]

	First 5 years.	After 5 years.	After 10 years.	After 15 years.	After 20 years.
Per year.....	\$1,275.00	\$1,402.50	\$1,530.00	\$1,657.50	\$1,785.00
Per month.....	106.25	116.87	127.50	138.12	148.75
Per day.....	3.54	3.90	4.25	4.60	4.96

In addition to the above, a second lieutenant receives from \$35 to \$40 per month (varying with the season) for quarters, fuel, and lights. The duties of a second lieutenant are not near as exacting and arduous as the duties of a post-office clerk, and the latter should be shown as much consideration as the former.

BRIEF SUBMITTED BY THE CLERKS OF THE MONTGOMERY, ALA., POST OFFICE.

At a joint meeting of the clerks of the Montgomery, Ala., post office, December 30, 1919, the following resolutions were adopted and they are respectfully submitted to the salary committee of the United States Congress for their kind consideration in adjusting the salaries of postal employees:

Resolved, 1. That a new wage scale of salaries be adopted as follows: First grade, or entrance salary, \$1,800; second grade, to be given at the expiration of the six months' probationary period, \$1,900; third grade, to be given six months from entrance to the second grade, \$2,100; fourth grade, to be given at the expiration of 12 months from entrance to third grade, \$2,400. The fourth grade to constitute the senior grade, with the exception of special clerks who shall be allowed an additional increase of \$200. Under this plan it will be noted that it is proposed for employees to reach the senior grade at the expiration of two years satisfactory service. It is believed that by shortening the number of years to reach the senior grade, a higher class of employees can be secured, and it is further believed that a clerk is as valuable to the department at the expiration of the two years as he is at the expiration of six, with only a few exceptions.

2. That the old law relative to employees taking compensatory time for services rendered on Sundays and holidays be restored. That is, clerks who perform service on Sunday be required to take an equal amount of time off on one of the six days following; and clerks who perform service on holidays be required to take an equal amount of time off on one of the 30 days following. Furthermore, that all clerks required to perform services in excess of eight hours on any other day shall receive pay at the rate of one and one-half as overtime.

3. That 30 days annual vacation with pay and 30 days sick time with pay be granted postal employees.

4. That a marked improvement be made in the existing lighting and sanitary conditions.

5. That post-office laborers' salaries be increased in proportion to that recommended for clerks.

6. That Sundays be omitted in figuring salaries of postal employees; that is, an employee's salary or compensation shall be figured at the rate of six days per week instead of seven, both for leaves of absence and overtime.

7. That 45 minutes shall constitute an hour's service for services rendered between the hours of 6 p. m. and 6 a. m.

8. That substitute clerks shall be paid at the rate of 75 cents per hour.

9. That the committee recommend a retirement measure for postal employees in keeping with that allowed employees of commercial interests.

10. That the employees of the Montgomery, Ala., post office hereby extend thanks to the Congress of the United States for the bonus allowed November 8, 1919, for the fiscal year ending June 30, 1919.

BRIEF FILED BY MR. ED. L. KING AS REPRESENTATIVE OF EMPLOYEES OF THE ROME, GA., POST OFFICE.

The employees of the Rome, Ga., post office held a meeting on September 13, 1919, for the purpose of discussing the conditions of employment in the postal service with a view toward laying before your committee some of the things which we feel should be brought to the attention of the committee.

And while we were cognizant of the fact that the committee is primarily seeking to get the facts as to compensation, we venture to include a few other items which we feel are fully as important to the post-office employee, and which we beg you to consider in connection with any proposed change in the workings of the post office which you may see necessary.

The subjects discussed at the above-mentioned meeting resulted in recommending to the committee the following:

First. That compensation of post-office employees be increased so as to be in keeping with the standard given out by the Bureau of Labor Statistics, Department of Labor, as to what is necessary to support an average American family.

Second. That a suitable retirement law be enacted to care for the superannuated employees now in the service.

Third. That post-office employees be given 30 days' leave with pay as is the case with other departments of the Government.

Fourth. That in the event of the promotion of an employee to a higher position or salary, the entire office force be given opportunity to compete for the position, seniority of course having the preference. This would remedy one of the worst features of the service, which tends to keep a man in one position regardless of his efficiency or ability.

As it is now the service is divided into three classes and the only hope for advancement in the carrier positions is through securing a transfer to the clerical force, which may only be secured on the recommendation of the supervisory official.

Fifth. That salary ratings be based on the time of employees entering the service as a substitute instead of the time of regular appointment.

Sixth. That substitutes be put on the same basis as substitutes in the city carrier force.

Seventh. That there be established a civil service court of appeals, where an employee having charges preferred against him will be allowed to present his defense openly with the assurance that his side of the controversy will receive as much consideration as that given the inspector or other officer making the charge.

Eighth. That the compensation of rural free delivery carriers be based on a standard route of 24 miles, with the same rate per mile for longer or shorter routes, and that an allowance of not less than 5 cents per mile be given for the maintenance of suitable conveyance, which they are now required to furnish and keep up without any compensation whatever.

We, the clerks of the Rome (Ga.) post office, submit to you our resolutions and data of the necessary expenses of a postal clerk in Rome, Ga.:

1. We are in favor of post-office clerks' salaries being raised to equal the amount given out as the minimum necessary for the upkeep of the average American family, by the American Labor Bureau. We believe that post-office clerks' salaries should equal railroad mechanics, firemen, and trainmen, because he has a trade and can carry it with him, but the post-office clerk's work does not fit him for any other line of work outside of the Post Office Department; and in view of the fact that the clerks in this office have to work by artificial light even during the day, will eventually cause his eyesight to deteriorate, which unfits him for other work. We think that we should be given this raise immediately and that it be retroactive to July 1, 1919.

2. Itemized expenses, year 1918, of post-office clerk in Rome (average):

5 tons coal, at \$8.50 per ton	\$42. 50
4 two-horse loads wood, at \$5 per load	20. 00
Upkeep of house, furnishings, and clothing for family	500. 00
House rent, 12 months, at \$27.50	330. 00
Personal, street, and poll tax	52. 92
Grocery bill, including meat	476. 00
Laundry	64. 90
Milk, 2 pints per day, at 10 cents per pint	73. 20
Butter, 104 pounds, at 65 cents per pound	67. 60
Medical service, including pharmacy	161. 00
Life and accident insurance	114. 00
Tonsorial, ice, and school books	43. 00
Incidentals, car fare, repairs, etc	43. 20
Grand total	1, 988. 32
Annual salary (average, including bonus)	1, 333. 33

Amount borrowed at interest or obtained from other source than earned from our occupation

654. 99

The above figures based on year 1918.

3. We believe that it would promote the efficiency of the Postal Service, as well as from a humanitarian standpoint, to provide for superannuated employees.

4. That post-office employees be given 30 days leave with pay annually as is the case in other departments of the Government.

5. We believe clerks should be promoted to higher positions according to seniority and be based not only on the salary the position pays, but he should be allowed to enter the class of work that will fit him for the next promotion. This would remedy one of the worst features of the service, which tends to keep an employees in one position regardless of his efficiency or ability.

As it is now his advancement in salary constitutes his promotion, and permits supervisory officials to select more favored employees for recommendation.

6. As substitutes are paid at the rate of 40 cents per hour and permitted to work any number of hours per day, and that regular clerks are confined to eight hours, and the entrance salary of a regular clerk is \$1,000 per annum, and a substitute's salary many times exceeds his salary as a regular clerk, we believe the entrance salary should be raised to \$1,500 per year.

7. As night work is very wearing on the nervous system, and day sleep not comparable with night sleep, we believe that 45 minutes of night work should constitute 1 hour of day work.

BRIEF SUBMITTED BY J. R. STONE FOR THE EMPLOYEES OF THE SPARTANBURG, S. C.,
POST OFFICE.

I shall endeavor to give you some facts and figures in regard to the high cost of living and its effects upon the Postal Service, especially the post-office clerks and carriers, both city and rural, at Spartanburg, S. C., for they are the ones that I come before this honorable body to represent.

Gentlemen, it is a well-known fact that the man with a small salary has had a hard fight to keep his head above water—what a problem he has had to deal with in trying to meet the many patriotic calls and obligations of the day. He has been called upon by his country to purchase war savings stamps, thrift stamps, and Liberty bonds, and various other calls, such as Red Cross, Y. M. C. A., and church donations. The records will show that we at a great sacrifice to ourselves and to our families have purchased as best we could under the conditions as they are to-day.

Spartanburg, S. C., like many other cities near camp or cantonment sites has suffered more than those not near a camp. For instance, a man living in an ordinary cottage renting, for say \$15 per month receives a notice from his landlord that his rent for the following month will be \$30 perhaps \$40. What can he do? No use to move; the next man will tell him the same thing; so it is with everything steadily advancing.

Now, gentlemen, I beg of you as representatives of this great and grand Nation to give this branch of service a living chance. I mean by that a living wage (not merely existence) one that will allow us a little more than a mere living, a wage whereby we can put aside a wee portion for a rainy day which is bound to come to one and all. Gentlemen, remember the longer this salary adjustment is delayed just so long will the United States Mail Service and the post-office clerks and carriers suffer.

Now, sir, I ask you to give us a salary of not less than \$2,000 minimum that we may be able to live, enjoy a little recreation, and feel proud that we are postal workers for the greatest Nation in the world.

Whereas the Congress of the United States has appointed a Joint Commission on Postal Salaries to carefully study and investigate the salaries of all postal employees and the conditions under which the service is carried on, with the view of making such report and recommendations as this commission in its wisdom may deem just and equitable; and

Whereas the present salaries of clerks and carriers is totally inadequate to the needs and necessities of everyday life—unskilled and illiterate wage earners and laborers in many instances making double, treble, and even fourfold more per week, month, or year than men who have grown old in the Postal Service; and we only ask a just, living recompense for trained work: Therefore, be it

Resolved, That we earnestly petition this Joint Salary Commission to carefully investigate and weigh the evidence and testimony that is produced under oath, and that they find a true and just conclusion, looking to the increase of our compensation to something commensurate with the present high cost of living and considering at the same time the fact that the best years of our lives have been devoted to this work, which requires trained, educated workmen.

DECEMBER 31, 1919.

The following is a list of eligible clerk-carriers who have resigned or declined appointments as substitutes at Spartanburg, S. C., since September 29, 1916, to present date:

Mr. C. V. Tanner, accepted, afterwards resigned; E. O. Bishop, declined; Miss M. Culp, accepted, afterwards resigned; Miss Nora McCallister, accepted, afterwards resigned; M. W. Cantrell, accepted, afterwards resigned (twice); Carl O. Page, accepted, afterwards resigned; J. Arthur Gentry, accepted, afterwards resigned; Paul Kennett, accepted, afterwards resigned; M. L. Willis, accepted, afterwards resigned; Jas. Ray, accepted, afterwards resigned (twice); W. E. Willis, accepted, afterwards resigned; Miss Virginia Burnett, accepted, afterwards resigned; W. T. Smith, accepted, afterwards resigned; Roy Coleman, accepted, afterwards resigned; J. D. Keller, declined;

R. H. Vogal, declined; W. E. Taylor, declined; L. D. Neighbors, declined; Jno. L. Goodwin, accepted, afterwards resigned.

Regular carriers quit the service: T. E. Trimmier, accepted a position in bank (six years as carrier); Earl McHugh, left the service, back to the farm (3 years as substitute and regular carrier).

BRIEF SUBMITTED BY A. E. RAGSDALE ET AL., ATLANTA, GA.

The clerks in the Atlanta (Ga.) post office respectfully submit a brief statement, with reference to the annual compensation received from the Post Office Department, and their reasons for urging you to recommend a very necessary increase in same.

We deem it unnecessary to call to your attention the unprecedented increase in the cost of the necessities of life, and the corresponding decrease in the purchasing power of the dollar.

The importance of the Post Office Service is recognized by everyone. It is most assuredly the branch of the Government which comes into more intimate contact with all the people than any other. Business depends upon it, and could not be carried on without it. The very happiness of the people depends upon it also. Truly it is an indispensable service, so closely woven into the activities of every day's existence that when it is not efficient and fails to function properly, every individual in the Nation feels the immediate effects of it.

Our clerks feel that when our case has been adequately presented and is understood, Congress will realize we have not been properly treated. The inequalities in salaries paid are known to be unexplainable and unjustified. There seems to be an entire lack of scientific application of the methods of compensation for the work performed.

The consequences will be that the Post Office Department will fail to measure up to the demands of the public, and from day to day its lack of efficiency is certain to become apparent.

The post-office clerk is a man of a higher degree of intelligence and capability than the average man. His faithfulness, loyalty, and honesty must be unquestioned. While the hours of labor are specified during the time he works, he is frequently subjected to a pressure which demands of him every particle of his strength and the closest kind of application. The work is there to do. It can not be postponed or slighted. It must be done right, and it must be done promptly and swiftly. To acquire skill in this work at least five years of training are essential. The clerk must know a great deal about many things, because the post office has become in recent years a much greater institution than it has ever been. The post office is the banking house, as well as the clearing house for letters, parcels, and newspapers. The rates of foreign exchange must be known, insurance rates comprehended, claim adjustments and banking processes understood, as well as a complete and thorough knowledge of all the regulations and requirements of the Post Office Department.

Such work can not be performed by unskilled and untrained men. The greater skill and the better their training, the better service the people obtain. For this work the post-office clerk certainly is entitled to what may be regarded as adequate compensation.

While adjustment is in progress in all kinds of business, the post-office clerk's needs have not been justly considered. His pay was not increased during the trying years from the outbreak of the World War in 1914 to 1918. If proper, fair, or just provision had been made for the post-office clerks during the years mentioned, as was made by all other great employers, the percentage of increases necessary to bring the post-office clerk up to the level of the ordinary worker would not be so great and would not be denied us because of the apparent expense to the Government.

If the Postal Service is to be operated as it should be operated, with the one aim of giving efficient service to the people, something must be done to render the service attractive to the man of ability and ambition to correct the conditions we now have existing in all parts of the country, of the complete failure of the various civil service commissions to maintain an eligible list of entrants to the Postal Service.

Our post-office clerks are prey for the loan sharks and other unworthy individuals who deal in Liberty loan bonds. They thrive upon the want and misery of the post-office clerk. However, these facts, we feel sure, will be revealed to you in the questionnaires issued to the postal employees.

To become efficient in the various duties of a post-office clerk requires an absolute freedom from want or destitution and with a corresponding peace of mind and contentment. Under existing circumstances this peace of mind, this security against want and destitution, is impossible. The post-office clerks can not live on the salary they now receive.

We can not maintain our homes. In this city rentals have increased from 20 to 100 per cent within two years. This locally is partially attributed to the great con-

flagration that completely wiped out 1,500 homes in May, 1917, few of which have been rebuilt because of the dearth of labor and material. We can not properly educate our children, nor yet give them the oft times necessary medical attention. We are required to make uncalled for sacrifices. We must put our children to work at a tender age in order to provide the necessities of life. Because of these conditions it is impossible to have efficiency amongst the clerical force, and when that is lacking, when men's spirits are broken, efficient service to the people can not be rendered.

For these reasons we respectfully request your kind consideration in behalf of the great constituency which you represent.

With confidence in your wisdom and sense of justice, we are,

Respectfully,

A. E. RAGSDALE, *Chairman,*
C. G. CLARK,
C. V. TUTWILER,
Committee.

FORMER EMPLOYEES OF ATLANTA OFFICE.

W. C. Howell left service November, 1918, salary \$1,200. He is now with circulation department of Atlanta Constitution, Atlanta, Ga., salary \$118 per month. Saturday afternoons off during summer months.

F. C. Wilson left service November, 1918, salary \$1,100. He is now employed by John L. Moore & Sons. No night work; if sick, time not lost, in addition to vacation. Salary \$125 per month.

W. F. Ritchie left service December, 1917, salary \$1,300. He is now employed by Miller Rubber Co., Atlanta, Ga. Salary \$160 per month, Saturday afternoons off the year round.

Alf. Fouché left service December, 1917, salary \$1,000. He now works with Federal Reserve Bank, Atlanta, Ga. Salary \$150 per month. Saturday afternoons off the year round.

C. W. Wager left service December, 1917, salary \$1,200. He is now employed by Bradstreet Co., Atlanta, Ga. Salary \$150 per month. Carfare to and from home daily.

Joe Smith left service March, 1917, salary \$1,100. He is now with Zone Supply Office, Atlanta, Ga. Salary \$150 per month. Saturday afternoons off.

H. E. Lee left service May, 1919, salary \$1,000. He is now employed by Southern Railway in transportation department. Salary \$95 per month, but average earnings \$135 per month.

T. A. Carter resigned May, 1918, salary \$1,300. He is now employed by Luckie Street Barber Shop; average earnings \$135 per month.

A. G. Pope resigned January, 1918, salary \$1,200. He is now employed by West Point Utilization Co., West Point, Ga. Salary \$150 per month. Saturday afternoons off.

T. W. Ramey resigned September, 1918, salary \$1,400. He now works for Travelers, Life Insurance Co. Salary \$150 per month. Saturday afternoons off the year round.

W. H. King, formerly carrier, left service April, 1914, salary \$1,200. He is now insurance adjuster for Standard Life Insurance Co.; salary \$250 per month.

R. L. Craddock left service. He is now employed by Pilgrim Health & Life Insurance Co. Salary \$200 per month.

S. R. Styron left service October, 1917. He is now employed by Zone Supply Office. Salary \$120 per month. Saturday afternoons off. During summer months, seven hours per day.

F. M. Bottoms resigned May, 1917, salary \$840. He is now employed by Zone Supply Office. Salary \$1,650 per year.

T. B. Woodhouse left service August, 1918, salary \$1,700. He is now employed by Royal Insurance Co., Atlanta, Ga., salary \$1,900. Saturday afternoons off the year round.

A. L. Ward resigned September, 1919, salary \$1,500. He is now employed as musician, Atlanta, Ga. Average earnings \$250 per month.

CITY LETTER CARRIERS.

Mr. BELL. That completes the list of clerks and we will next take up the carriers. We would like you to make your statements as brief as possible, because we would like to hear from all of you. The first on the list of carriers is Mr. J. D. Parsons.

STATEMENT OF MR. J. D. PARSONS, BIRMINGHAM, ALA.

Mr. PARSONS. Mr. Chairman and honorable members of the commission: I am a carrier from Birmingham, Ala. I entered the service on the 5th day of November, 1895, and have been continuously in the service since that date. I am here to-day with no grievance against anyone, no complaints to air, except to talk about living wages for the carriers of Alabama. That is the subject upon which I want to talk to you to-day.

In order to show the conditions that prevail, I have a personal statement from 16 out of the 17 first consecutively-numbered carriers at Birmingham, Ala. I sent them a questionnaire on the 15th day of December, 1919, asking several personal questions. From their replies I have tabulated a little statement. I find that the average ages of these men are $41\frac{1}{2}$ years; that 15 are thirty-four or more years old. (I will show you in a few minutes my reason for asking that question.) The average length of service is $15\frac{1}{10}$ years. Twelve of the 16 are married. The average family is $3\frac{3}{10}$ persons to the family. Thirteen are heads of, or the main supports of families. The average salary at the present time, including the bonus, is \$1,584.37.

I also asked this question: "Taking into consideration the present cost of living and the wage scale of other classes of workers, what do you consider a fair maximum salary for letter carriers—entrance?" The average amount which these men furnished me was \$1,793.75 for the entrance. Most of them said \$1,800, but it varied a little so as to make the average \$1,793.75. The maximum was \$2,293.75. That is the average from sixteen complete answers.

Mr. BELL. What is the average salary of these carriers now?

Mr. PARSONS. The average salary at the present time is \$1,584.37. Now, my purpose in asking the question as to age and length of time in the service, and the number in the family, was for the purpose of showing you the class of men we have in the service. You will notice they are comparatively old men, men who have assumed the obligations attendant upon a family. They are nearly all married; nearly all own their own homes. It is to this that I attribute the fact that we have kept up the service in Birmingham to a point better than in the average city of this country.

Several years ago, instead of increasing the carrier force, the deliveries were curtailed. The carriers in the service have grown old in the service. When these conditions came about—When the high cost of living and the other conditions came upon us, these men were already fixed in the service. They did not feel like throwing down and taking a chance in some other lines of work. A man of mature age does not feel like taking up something new after he has become acquainted with the line he is in. In my city I believe that it is only owing to the age of the men, and to the fact that they are looking forward to this commission for relief that they are remaining in the service. I believe they are holding on and looking forward to the time when all these things will be adjusted.

I also asked the question whether they were able to live on their salaries. One lived on his salary; one saved \$150. This was an old man without a family. The one who lived on his salary lives with his parents' family. All the others had a deficit, a deficit which averaged \$324.94.

Senator STERLING. To how many did you address these questions?

Mr. PARSONS. To 17 men. Sixteen responded. One gentleman, because he had considerable outside income of his own and would have given an unfair advantage, did not respond. This man is fairly well to do and has considerable property, and we did not run his in because it would have unfairly affected the averages. These 16 men, consecutively numbered, commencing with Carrier No. 1, with no attempt at selection, were the ones from which I tabulated this information. I also asked the question: "How was this deficit met?"

Senator STERLING. What was the answer?

Mr. PARSONS. That is what I wish to give you.

Carrier 1: "Sold my home in 1918 and used \$400 of the proceeds in that year." His deficit was \$400.

Carrier 2: He is the man I referred to as having an income from property on the outside and is not taken into the average on that account.

Carrier 3: "Borrowed money." His deficit was \$600. It was larger than the average on account of considerable sickness during the "flu" last year. This man is not on that route now, but he did have it practically through the year.

Carrier 4: "Did carpenter and barber work. Stopped one child from music and paid no rent." This man lived in his own home. His deficit was \$350.

Carrier 5: "Used savings to the amount of \$50. Sold bonds previously purchased with other money to the amount of \$100. Used own house saving rent, a hundred and fifty dollars. Chickens, garden, and interest used \$70. His deficit was \$370.

Senator STERLING. And still he had a deficit with all these advantages?

Mr. PARSONS. No; these advantages met the deficit. These advantages in addition to his salary offset the deficit.

Carrier 6: "Rented part of house and wife did sewing outside." Sewing for other families.

Carrier 7: "Worked in a retail store, \$180; overtime collecting, \$160; borrowed, \$75." This overtime collecting he did was night collecting in addition to his regular work.

Carrier 8: "Used money on hand." He was a young man with a deficit of only \$50. He had no dependents.

Carrier 9: "Two children working; sold land, cattle, and vegetables to the extent of \$500."

Carrier 10: "Failed to make payments equal to rent on home." This man had borrowed money on his home and undertook to set aside a reasonable rental as a sinking fund to repay that money and failed to keep up these payments.

Carrier 11: Single, and lived with father's family; lived on salary.

Carrier 12: "Used savings; sold land; 17-year-old boy at work."

Carrier 13: "Saved a hundred and fifty dollars." He was an old man without family and has his own home.

Carrier 14: "Garden and potatoes, \$100; Sunday work at an amusement park, \$84; work in grocery store, \$120; debt, \$160." That makes a total of \$464 that he ran behind.

Carrier 15: "Worked in store; family sold milk and vegetables; and 16-year-old son at work." His deficit was \$400.

Carrier 16: "Sold bond and war-savings stamps previously purchased and used the money." Deficit of \$250.

Carrier 17: "Used house free of rent and raised garden and chickens."

Mr. BELL. Were these carriers all in the Birmingham office?

Mr. PARSONS. Yes, sir; they were all in the Birmingham office. And these are consecutive numbers, commencing with No. 1. They are not selected cases.

Senator STERLING. Do you personally know any of them?

Mr. PARSONS. Yes, sir; I know them. I am one of them.

Mr. BELL. What number are you there?

Mr. PARSONS. I am No. 5. I gathered this information since the 15th day of December, last year, so that it is right up to date.

Now, you see what we are up against. These figures may look large, but when you consider that five years ago the \$1,200—twelve hundred one-hundred-cent dollars—that we received at that time had a purchasing power as great as the amount we are now asking we do not think you will consider that our request is unreasonable, nor out of proportion with the pay of men for similar work.

Senator STERLING. What is the length of your route?

Mr. PARSONS. I work in office buildings principally. I work some outside work before reaching the buildings and one block beyond.

Senator STERLING. You are not a rural carrier?

Mr. PARSONS. No, sir; a city carrier.

Senator STERLING. And you are speaking for——

Mr. PARSONS. The city carriers of Birmingham. These 16 men are the men with whom I am closely associated. They represent, in a general way, the carriers of the Birmingham office. These men have all assumed the obligations of a family, undertaken years ago when conditions were different from what they are now. Many of us, if we had known this, would have been rather slow about assuming obligations or expenses of that kind, I expect, so that we are appealing to you to give us the needed relief.

There are one or two other little matters I would like to mention. One is that the mounted men need some relief in Birmingham. I understand from the superintendent of carriers that they get \$350 per annum. They do not think that this is sufficient.

Mr. BELL. You mean for maintenance?

Mr. PARSONS. For maintenance of horse and buggy.

Mr. BELL. They can be given more; there is a lump sum appropriation for that purpose.

Mr. PARSONS. They estimate that \$500 per annum is as little as they can maintain them with at the present prices.

Another thing that the carriers asked me to bring before the committee is the matter of uniform. They ask that the Government buy them on a contract price and furnish them at cost, which would avoid the necessity of traveling salesmen visiting the city each year to take orders and measurements and also the increased cost incident to the credit system which we now have in furnishing them to the carriers.

Also, if you feel disposed, we would like to have a recommendation for a uniform of a little more pleasing appearance than the one we are now wearing. We think it could be improved, both in materials—especially for summer wear—and in appearance.

But, after all, the salary question is the one that affects us most vitally, so that practically a straight request for an \$1,800 entrance salary and \$2,400 maximum represents the general belief of the men in the Birmingham post office under present conditions. I thank you for your attention.

Mr. BELL. The next is Mr. J. W. Kiser, of Charlotte.

STATEMENT OF MR. J. W. KISER, CHARLOTTE, N. C.

Mr. KISER. Gentlemen, I am glad to come before you, but I would feel a great deal more at ease delivering letters. I represent Charlotte, N. C., which has the honor of being classed first in the high cost of living among the cities of the South by the Board of Labor Statistics.

Our office is like all the others; considerably short on eligible help. We have 24 carriers, and 6 left the service during the last year. Fifty eligible applicants have refused appointments in our office. That includes the clerical and carrier force both. They have not been able to supply help from the eligible list for the last year or two. They have to go out on the street and gather them in wherever they can. Our incoming parcel post was delivered during the holidays with a schoolboy in charge of it, under the supervision of the superintendent of mails. We had one regular man and a substitute, but a 20-year-old schoolboy had charge of the delivery of the parcel post, which was conducted in a building near the post-office building.

We work overtime only when we can not help it, by request of the supervisory officials, because we believe that a man doing manual or mental labor can only do efficient work eight hours a day consecutively. The loads that the carriers take out will tire them out physically, and they can not give efficient service working 10 to 12 hours a day, although we did work longer hours during the holidays for the benefit of the office.

We have a splendid force of supervisory officers and have no complaint along that line. The only complaint we have along that line where we think we are unjustly discriminated against is in the line of promotions. According to the law a carrier is not entitled to be promoted to the supervisory force. We think a carrier should be eligible to such an appointment. They come in under the same examinations as a clerk, they are under the same bond as the clerks and are supposed to be as intelligent as the clerks. I believe they should be eligible to those positions. We believe also that these recommendations should come, as they do now, through the supervisory officers.

There is, I suppose, the same things existing in our city as in the others. It is useless for me to go over the high cost of living. You know it is the ambition of every man to leave this world a better world than the one he came into. I want my boys to stand before the world better men, financially, morally, and mentally than did their father. It is impossible for a carrier to clothe and feed his family and mingle in decent society. When I say decent society I mean to make them presentable for church, school, or on the streets, and to educate his children. I am right now passing through that experience. We have a boy at home, and we are curtailing expenses in our home in order to send that boy to school, and we are going to do it. We are not going to go in debt to do it, either. We were

raised poor and we expect to die poor, but we expect to hold to our heads above water as long as we live, and his mother and I have felt that we would rather curtail expenses than curtail the education of these boys, because some day we expect them to stand before the public and the world on a higher plane than did their father and mother.

That boy has passed the civil service examinations in order that he might get work. He has been complimented on his efficient work, but he has turned down an offer of permanent work, because he can not afford to sacrifice his education.

We believe that the Government wants men that are intelligent, men that will be a credit to the American Nation and to its service, and we believe there is no other way if getting that class of men there than by offering some inducement over the outside world so as to attract the men into the service.

I came into the service just when I entered manhood. I have been in it ever since. Then it was an attractive position and paid just a little more than the average position I could pick up around town and I was glad to get it, and to-day I stand here and say that I am sorry I ever took it, because boys I was raised with and who entered other vocations of life stand head and shoulders above me financially, and I wouldn't to-day advise my boy to take the step I have taken. I advise him to stay away from the postal service, except as he can get work to help him along, but so far as a permanent position is concerned, I don't want him to take it.

I think we should have an adequate living while we are here. Of course, the same proposition confronts us that confronts everybody else. "If you don't like your job, why don't you get out?" I have been in the service 25 years and am proud of my job; proud of having given service to the people and of having given satisfaction. I stand here now and say without fear of contradiction that in 25 years and 10 months service I never had a reprimand or a demerit. The assistant postmaster is here to-day and can correct me if I am in error. That is the service I have given, and when I take into account the living conditions of to-day, trying to educate my children it is hard.

I don't know what the other clerks or carriers think, but I think that an efficient carrier is the link, the last link, and the most important link, between the public and the office. They can make the office a credit to the community or they can make it a continual source of complaint. The carriers are the men who correct the mistakes the clerks make. There is no clerk that will ever attain absolute perfection in working mail. It is almost impossible. You take a street—that clerk is trained to work that by numbers. If a man moves from there and goes somewhere else and notice is sent in, that clerk can not remember it. He has too many. When he works that mail to the old number, the carrier erases that number, puts on the correct address, and throws it back for distribution. I claim that while the expertness of the carrier is, perhaps, more limited in scope, it is greater than that of the clerk. The clerk's experience is broader; it takes in more scope. He has more to memorize than the carrier, but the carrier must be more expert.

Senator STERLING. You spoke about resignations; were they due to inadequate salary?

Mr. KISER. Yes, sir; they leave the service for the reason that the working conditions or salary are better elsewhere.

Senator STERLING. You spoke about the inability to fill the places from the eligible lists; is that due to inadequate salaries?

Mr. KISER. My own opinion is that it is. Of course I could not tell you that without asking the men, but they have stood the examinations and were offered the positions and refused them. The figures that I gave you were given to me by the assistant postmaster who has that in charge. I didn't ask the reason. I can only speak for one, and that is my own son. He was offered a position and turned it down because he could not afford to quit school and accept it. The others I do not know about. Gentlemen, I thank you.

Mr. STEENERSON. Just one question. You spoke about the carriers having a heavy load. Is it generally true in your town that a carrier has as much as he is able to carry?

Mr. KISER. I have carried on a business route—I do not serve that route now—I have carried and delivered in one day 278 pounds of mail.

Mr. STEENERSON. That was all you were able to carry?

Mr. KISER. If you would put a hundred pounds on your neck and swing it around a while you would know how it feels.

Mr. STEENERSON. Supposing there was a very large increase in the volume of mail to be delivered, could that be carried without employing more carriers?

Mr. KISER. They are not delivering now within the limit.

Mr. STEENERSON. Your observation now is that they are loaded to their capacity?

Mr. KISER. They are loaded beyond their capacity, because after you load a man beyond his capacity he can not deliver the mail as fast.

Mr. STEENERSON. Then if there was an increase in the volume of mail it would necessitate more carriers?

Mr. KISER. If a man has 100 pounds to deliver on his route, that man would deliver faster if he started off with 25 pounds and two blocks up the street picked up 25 pounds more, and so on. When a man commences to deliver his load with 75 pounds on his back and climbs a half dozen flights of stairs when he comes down his steps are not so elastic.

Mr. STEENERSON. According to your observations and knowledge of the conditions where you live an increase in the volume of mail, the number of pieces of mail, would require additional carriers?

Mr. KISER. Yes, sir.

Mr. BELL. Much obliged to you. The next on the list is Mr. M. M. Hayes, of Asheville, N. C.

STATEMENT OF MR. M. M. HAYES, ASHEVILLE, N. C.

Mr. HAYES. Gentlemen of the commission, just a brief word in corroboration of what my brother from Charlotte has stated. I want to deal particularly with the defects in the service as I see them and just briefly mention some things that I think will remedy them.

The first defect everyone has tried to bring out here to-day is the low salary, which is caused to be low by the cost of living. The figures run all the way from an 80 per cent increase to 150 per cent.

Taking 80 per cent as a safe estimate, our salaries have increased in five years, during the war times, between 30 and 40 per cent, and we are still 40 per cent behind at the lowest calculation you can make.

Another condition that has caused a depreciation in the service is the resignations and these, of course, are traceable to this high cost of living and low salary. The resignations in our office, with a force of about 60 men, city carriers, rural carriers, and city clerks, in the last year numbered about 18 men. These men were not all from the higher grades, although quite a few of our very best men have resigned and each time they have gone into better positions. A number of these resignations were men who have come into the service and stayed only a few days and saw how unattractive the service was and left.

The recruiting of new men into the service is another cause of depreciation in the service. The men we are recruiting now are of a lower grade than the men who are resigning and leaving, a lower grade of men intellectually than the older men who are leaving the service, and the standard of the service can certainly not be any higher than the men that make up the personnel of the office.

Another thing that makes for dissatisfaction is the discrimination in promotions. We do not contend that promotions should be made altogether subject to the seniority rule, but when everything else is equal, and when the service would not be impaired by it, it seems to us that seniority should be observed.

Another thing that is hard in our particular office is that we have had promiscuous transfers of men. The postmaster would issue an order that a man should be transferred to another route. You would be transferred from a route after you had been on that route long enough to know it and the people on it and were giving satisfaction. We believe that condition should be remedied. A man can certainly give better satisfaction on a route that he is acquainted with.

Another thing that makes for depreciation of the service and looks very bad for the service and that is traceable to these low salaries and the high cost of living is the increase of thievery in the service. I don't believe my office is the only one where stealing is going on. On one route where I served there were four rifled packages delivered on one trip. There has been everything stolen, from suits of clothes and shoes all down the line. They were taken out before I received them, and I had the superintendent indorse them "Bad order." I have talked to inspectors about it, and they say it is increasing all over the country, and they attribute it to nothing else than the low salaries the men are receiving.

Mr. STEENERSON. I would like to ask right there if the fact that there is no record kept of a parcel, so that you can not determine in whose hands it was when it was tampered with, is not the cause of a good deal of this stealing?

Mr. HAYES. That makes it a good deal easier; there is no doubt about that.

Mr. STEENERSON. Another reason, as I understand it, is that the parcels that are insured receive exactly the same care as those not insured, and when a man wants to steal he knows that an insured package is more valuable than one not insured. That is an advertisement of the package's value and an inducement for him to steal, so that if a man wants his package to reach its destination with certainty he had better not insure it.

Mr. HAYES. That is very well put, but I will say for the credit of the men that I do not think that this thievery is altogether traceable to the men in the postal service. In the terminals and the baggage rooms and the depots, the mail lies around exposed to railway employees and messengers and sometimes to the public, sometimes for as long as half the night or all night. It is enclosed in these ordinary tie sacks that anyone can open if they try hard enough. This matter of thievery is a thing that bothers me greatly. It is degrading to the men that they are not paid enough salaries so that they do not have to stoop to that. It is contemptible to have to deliver a package to some of your old patrons and say, "This was rifled and something stolen before it got here." I hang my head in shame when I have to do it.

Mr. STEENERSON. We have heard something like this in New York, where the drivers of the wagons are supposed to be in collusion with fences who receive these things, but I am surprised to hear of this condition in Asheville.

Mr. HAYES. On this particular day that I referred to I remember that these packages were all from northern points, probably from mail order houses in New York. I do not know where the stealing occurred.

Mr. STEENERSON. There are mail order houses in the Southern States, aren't there?

Mr. HAYES. Yes, sir. I think I have covered my time without touching on the remedies for these conditions. They are so apparent, however, that it is hardly necessary for me to mention them. The big remedy for almost all our ills is a living wage. A second remedy would be a seniority rule for promotions, where the service will not be impaired by it, and then a 45-minute hour for night work for clerks. I did not state at the beginning that I am also representing the clerks and rural carriers from my office as well as the city carriers. There should also be study periods for scheme work, or compensation for the study of scheme work.

Mr. BELL. Much obliged to you, Mr. Hayes. The next gentleman on the list is Mr. R. H. Reifensahl, of Jacksonville, Fla.

STATEMENT OF MR. R. H. REIFENSTAHL, JACKSONVILLE, FLA.

Mr. REIFENSTAHL. Mr. Chairman and honorable commissioners, in presenting the case for the Florida letter carriers, I wish to state that the living conditions in Florida and in Jacksonville particularly, as compared with the compensation given the carriers shows that the breach has widened so much that unless we get a just and equitable increase there is no hope whatever of bridging that breach.

In the data that I will present to you in my brief, I will show that articles of absolute living necessity, groceries, meats, clothing, etc., have increased a hundred to four hundred per cent, and those that have not increased that much have decreased in volume and quantity. The report for Jacksonville and vicinity by the Bradstreet and Dunn agencies show that the living costs of Jacksonville and vicinity have reached the figure of 139 per cent more than that of 1914. That, gentlemen, will show you that the dollar of to-day is at the rate of about 40 cents, whereas the dollar that we earn with the increase that has been granted us is about a 65 cent valuation. Therefore,

gentlemen, there is a difference of 35 per cent, which must be overcome. As the carriers come to the cashier's window and get their pay, they go away with the absolute knowledge that they must give labor worth 65 cents and receive 40 cents in return. The carrier in his community in the State of Florida is the lowest paid of all labor. We must make sacrifices to overcome that difference—in our food or clothing, and I will state, gentlemen, that the table that is set to-day in the letter carriers' homes is absolutely scant compared with other labor, including ordinary laborers. Laborers to-day in Jacksonville are receiving from \$3.64 to \$4.65 a day, and that is above what the automatic man is getting. Therefore, the carrier as he stands to-day must look up to the laborer, whereas the entrance to his position is based upon mental and physical examinations.

I represent the carrier division on the Civil Service Board. In 1914, for the clerk-carrier examinations, we averaged 175 applicants. On November 10, 1919, in a widely advertised examination for clerk-carriers we had one man. That is the difference. What is the incentive for men of any ability to enter the postal service?

I have a route that embraces the heart of the business district of Jacksonville. I serve banking houses every day with bonds and stocks amounting to from five thousand to a hundred and fifty thousand dollars, in my registered mail, not counting the jewelry houses and the packages I deliver to them. It seems to me that there should be a high standard set for men that perform such work.

The raise that was granted the men in 1918 was a disappointment to the automatic men. For one reason. He received a hundred dollars less and his promotion was taken away from him, and it is therefore a fact that he is troubled with financial matters.

Coming down to the men that have mounted routes, I will say that the mounted men to-day are going into their own pockets to meet the expense of horse hire. The horse hire in Jacksonville last week went up \$2 at the boarding stables. That means that the man with a horse, the mounted man, must provide that out of his own pocket, and the condition of these men is absolutely deplorable.

Mr. BELL. \$2 increase, is that per week?

Mr. REIFENSTAHL. Per month. \$2 a month. I think it went up to \$36.

Mr. STEENERSON. Do they hire horses?

Mr. REIFENSTAHL. The horse hire goes to the boarding stable men; the people that board the horses for the mounted carriers.

Mr. STEENERSON. The carrier buys his own horse?

Mr. REIFENSTAHL. He buys his own horse, he has his own rig and his own harness.

Mr. STEENERSON. Is that in the City Delivery Service?

Mr. REIFENSTAHL. In the City Delivery Service; yes, sir.

Mr. BELL. And then he boards that horse at a stable, is that it?

Mr. REIFENSTAHL. Some board them at a stable and some at home.

Mr. STEENERSON. He is on the same basis as a rural carrier?

Mr. REIFENSTAHL. No, sir; not as to salary.

Senator MOSES. He gets an allowance?

Mr. REIFENSTAHL. He is allowed, I think, \$31.

Mr. STEENERSON. \$31 a month?

Mr. REIFENSTAHL. I think it is \$31.25.

Mr. STENERSON. Is that in Jacksonville?

Mr. REIFENSTAHL. Jacksonville, Fla. And to think that that man has to go down in his own pocket to bear expenses that a Government-run post office has promised to bear for him.

Mr. STENERSON. What is it, parcels he carries?

Mr. REIFENSTAHL. He carries parcels and first-class mail; all kinds of mail.

Mr. STENERSON. What is his salary?

Mr. REIFENSTAHL. His salary is the same as any other city carrier. If he is a full-paid man, he receives \$1,650, but the fact is that the horse hire is taking money out of his pocket.

I also want to state that the substitutes come down and spend their time, for which they receive no compensation. They receive 60 cents an hour for the time they work, but they don't always work. But they have to be on duty day and night, so that they will be there when the time comes to work, whether it be 1 hour or 2 hours or 10 hours.

Senator STERLING. And they are subject to call?

Mr. REIFENSTAHL. They are subject to call.

And I will say, gentlemen—not discounting my neighbors that receive more money than I do, and there is not a one that doesn't—while I am absolutely compelled to adhere to the Postal Department for a livelihood, for the simple reason that when I come home at night I am so tired from trudging up and down with my mail that it is impossible for me to take any other position to add to my earnings.

Mr. BELL. We are much obliged to you.

The brief referred to follows:

BRIEF SUBMITTED BY MR. R. H. REIFENSTAHL, OF JACKSONVILLE, FLA.

The letter carriers of the State of Florida submit this brief for your consideration:

During the past five years, from 1914 to 1919, there has been a very great increase in the cost of living, amounting in nearly all instances to over 100 per cent.

As shown by reports filed with the commission and representing every section of the State of Florida, various staple articles of food have increased from 30 to over 200 per cent, with a general average of 140 per cent. There is an increase of 125 per cent in clothing and from 25 to over 500 per cent increase in rentals, according to locality.

During this same period there have only been temporary increases in salary of about 25 per cent. This leaves a very wide margin, for which no provision has been made, and the only way that a post-office carrier can meet this unprovided-for difference is by lowering his standard of living, with its attendant sacrifice to his family, or by labor outside the post-office service.

These salaries (including the temporary increases) now received by carriers do not compare favorably with those paid to employees of industrial and commercial concerns and are resulting in many carriers resigning from the service in order to provide adequately for themselves and those dependent upon them. This, of course, tends to lower the general efficiency of the service.

Working conditions have become much more arduous during the past five years, due mainly to great increases in the amount of mail handled without corresponding increase in the number of carriers employed. Excessive overtime is required, with resulting detriment to the physical well-being of the carriers.

The letter carrier serving his patrons on their respective routes stands and acts as the representative of both the Government and the postmaster of the local office from which he serves. In this respect he must at all times assume and act with utmost care and precision the exacting duties both in the handling of the mail and as representative as stated above. These duties consist of all that from delivering of the daily paper and first-class mail matter to that of handling insured, c. o. d., and registered mail matter, which oftentimes amount to great sums of money. This very fact would

show that the average business man, discounting personal and private mail, must depend upon the carrier for the correctness and reliability of a vital part of his business life. For this reason the standard of the carrier force should be of the very highest. This can only be accomplished through proper compensation to induce this high standard to both enter and remain in the service.

Carrier routes throughout Florida are made up in such proportion together with working schedules that it is an impossibility to conform to them. Routes in general in Jacksonville are so large that overtime is made daily by a majority, with this knowledge in the hands of the supervisory officials. Schedules can not be followed both to the detriment of the patrons of the routes served and the carriers in their performance of delivery, thereby creating complaints from one and inefficiency from the other.

A letter carrier, owing to the fact of his strenuous duties both mentally and physically and to the exactness with which he must guard against not only his own errors but all errors of distribution that reach him, completes his day's work even though it may be of only eight hours, a tired-out and fatigued man. Owing to this fact it is an impossibility for him to consider in any manner any other employment for the purpose of revenue than that of serving his route. In this connection I may add that, day in and day out, year in and year out, through this strenuous work as it now is, superannuation and early inefficiency through age is forced upon him, and at an early date he is forced to retire.

The automatic carriers have in the past suffered more than that of the highest grade carrier, not alone from the smaller salary he has received but from the fact that in the 1918 increase he was denied the promotion which was due him and which he earnestly believes Congress meant to give him.

The present demerit system as is practiced by the Post Office Department tends to show in the eyes of the carriers that they are always doing wrong and never right or otherwise, inasmuch as a man serving faithfully and doing his work right has no mention made of this or receives no merit, but the least error or infraction of rules he invariably receives demerits. No standard is attached to giving demerits and oft-times it is made a practice to vent spite on a carrier who does not stand in favor, curried or otherwise by his immediate superior.

After careful consideration of both the Postal Service and the welfare of the letter carrier we submit for your worthy consideration and that of Congress the following, which we believe will remedy existing evils and tend to uplift both the moral efficiency and standard of both men and service.

Salary.—Based on the report and figures of the Department of Labor which under the present conditions would be a minimum or entrance salary of \$1,800 per annum to a maximum salary of \$2,400 per annum. This to be made in at least three promotions and not more than five.

Vacation.—A vacation period of 30 days with additional 30-day sick leave given only on a doctor's certificate. This would place the carrier on an equality with other departments outside of the Postal Service, including Washington, D. C.

Routes.—Shorter routes to conform with the postal laws, rules, and regulations.

Retirement.—Retirement should be made and is asked for as an absolute necessity to keep the old employees from becoming wards and objects of charity.

Overtime.—Time and a half for overtime based upon the regular eight in ten hour day.

Board of appeal.—A local and a national board of appeal to consider and pass upon all grievances and charges which may come before it. This must be considered an absolute necessity if the present or any contemplated retirement measure can be considered a success. For unless some measure of protection from persecution is given, any carrier before reaching the age of retirement can be charged with inefficiency or some other flimsy subterfuge whereby he is dismissed from the service and from which he would have no recourse or protection, unless that obtained and given by an impartial, unbiased board of this character.

Expense of equipment.—In this connection I wish to state that the mounted carriers, owing to the small compensation given them for the upkeep of their horses and rigs, to-day are paying out of their own pockets compensation which should justly be borne by the Post Office Department. This injustice can only be remedied by the granting of at least 30 per cent more horse hire money which is paid them at the present time. This, of course, is due to the advanced cost in the price of harness, wagon repairs, and feed.

Substitute carriers.—In this connection there appears to be a deplorable condition as to compensation, and can only be adjusted by either disposing entirely of this position, and placing them under a heading of special carrier with rate of pay equal to that of the entrance salary of a regular carrier but not limited to 8-hour duty, and compensation for all overtime. Or, if the present position of substitute is continued,

he should be paid equal compensation to that of a first year regular carrier, time of duty not limited to eight hours to be available at all times if necessary and compensation for overtime at the rate of 60 cents per hour. Overtime considered after eight hours has been consumed.

The carriers of the State of Florida can not but help to state that unless this commission or Congress remedy existing deplorable conditions both as to salary and working conditions, the Postal service will remain, as it is and seems to be to-day, a ridicule and joke of the industrial and labor world.

Mr. BELL. The next speaker is Mr. M. B. Henriksen, of Charleston, S. C.

STATEMENT OF MR. M. B. HENRIKSEN, CHARLESTON, S.C.

Mr. HENRIKSEN. Gentlemen, I won't bother to talk too much on this high cost of living. I have a brief on that. I will talk on some other matters. Letter carriers average generally from 9 to 12 miles walking a day, and the loads average in our city 125 pounds on some trips. We have to carry on in the rain and snow, the heat and the cold. We don't have much snow down there to go through, thank God, but we have got to go out every day just the same.

Another thing, we haven't any substitutes. It is impossible to get any, except young fellows just out of the Army. They come in for a few days until they can get something else. We had them around Christmas time. They delivered C. O. D.'s without collecting for them; threw packages in empty houses. They were two weeks getting things straightened up. When I left they hadn't gotten everything straightened up yet.

Another thing, with regard to this 3-cent postage. The Senator from my State is the one advocating the 1-cent postage, but the business interests on my route say, "Give us better service and we will be willing to pay 3-cent postage."

With regard to overtime, all the men are working overtime. They have got to. We asked the Postmaster General four years ago for four additional carriers. He came down and took away four. He cut the service. There are some places within a few blocks of the post office where they get only one delivery a day. Over one-third of the city gets only one delivery. A letter mailed above the north-central part of the city takes a day and a half for collection and two days for delivery. The postmaster is not to blame for this; neither are the supervisory officials. They have requested additional carriers time and time again, and the chamber of commerce knows it. I think the other day we got the promise of two additional carriers in response to a request through the Retail Merchants' Association.

With regard to the holiday proposition, we think that 15 days is a little too short a holiday. We should have, like the other departments, an additional allowance of 15 days for sick leave if necessary. If we are sick it comes out of our pay. We need 15 days' rest, but if we are sick for 15 days additional, I think we should be paid for it.

With regard to working on holidays and Sundays. Some days you are brought down practically for an hour or an hour and a half. That breaks up the entire day. You can't go anywhere. I think we should be allowed a whole day off if it is necessary to work on Sundays or holidays, with the exception, of course, of the Christmas holidays. It is necessary to work then.

Another thing. With regard to Saturdays, I think a bill was passed last year intending to give us a half day holiday on Saturday. The

way it read was that any holiday proclaimed by the President of the United States should be celebrated in the same manner by the postal service, but when the half-day holiday on Saturday came around it didn't apply to the postal service. If there was only one delivery on Saturday, the residence carriers could get out their mail and it would be practically the same coming down on Monday.

I think there should be a court of appeals to establish the position of men tried. There should be two courts of appeal, one in Washington and one in every post office. I do not mean to say that you should set up a commission or anything of that sort. It should consist of men in the service. The national court of appeals in Washington would consist of the Postmaster General and the other supervisory officials; one from the carriers, one from the clerks, one from the rural free delivery men, which would give every man a chance for a fair hearing. The local court of appeals, consisting of the postmaster, superintendent, and a representative of the clerks and the carriers, should sit once a month and hear petty grievances that come up, as well as recommendations for the improvement of the service. At the present time if you make any such recommendation for improvement in the service it is not accepted. Most of the differences that come up are not of such a nature that they require much settlement. One or two words in the right place will settle most of them, but sometimes they disrupt the morale of the office.

I also want to speak about the retirement feature. We have some men in the Charleston office who have been in the service for 38 years. They are barely holding on in the hope that both the Democratic and Republican Parties will remember that there was a plank in their national party platform for civil-service retirement.

Senator STERLING. Do you believe, if the salaries were reasonable, that the men would be willing to contribute something toward retirement?

Mr. HENRIKSEN. If we got a decent wage we would be willing to contribute something toward it.

Mr. Henriksen's brief follows:

Statement submitted by M. B. Henriksen, of Charleston, S. C., as representative of the following post offices in South Carolina: Aiken, Union, Chester, Anderson, Darlington, Abbeville, Greenville, Bennettsville, Georgetown, Clinton, Hartsville, Camden, Laurens, Charleston, Rock Hill, Columbia Sumter,

1. That salaries of carriers in the city delivery service be divided in three grades as follows: First, \$1,800; second, \$2,100; third, \$2,400. That promotions be made automatically to the highest grade.

2. That no discrimination be shown between carriers in the first and second class offices. All carriers to be promoted to the highest grade.

3. That no promotions be withheld or demotions made on account of old age.

4. That 80 cents per hour be allowed to substitute carriers and a regular appointment be made following one year's service as substitutes.

5. Time and one half to be allowed for all time in excess of 8 hours.

6. That 45 minutes be considered an hour in computing work performed between 6 p. m. and 6 a. m.

7. To limit the weight carried to 40 pounds for residence and 50 pounds for business carriers.

8. That carriers be allowed to transfer to clerical positions without an examination, and all supervisory positions to be filled by competitive examination held by Civil Service Commission open only to all employees of the Post Office Department alike.

9. That 30 days holiday a year be allowed to the Post Office Department the same as all other branches of the Government service, rated as 2½ days for each month worked.

10. That a whole holiday be allowed for any service performed on Sundays or holidays.

11. That 4 hours constitute a day's work on Saturday ending not later than 1 p. m.

12. That a retirement bill be passed allowing the retirement of letter carriers on three-fourths pay after 30 years service down to one-third pay for 15 years.

13. For the good of the service.

Whereas the men performing the work often see the advantages of a change whereby the service can be improved and time saved better than their superiors who are not acquainted with such facts, and often petty grievances disrupt the entire force's moral, we would recommend that a board be appointed in each office to consist of the postmaster, superintendent, one clerk and one carrier to be selected by their brother clerks and carriers, to hold meetings once each month during working hours for the reception of such suggestions as may better the service, and the settling of such petty grievances as may come before them.

The following is a sketch of salaries (per month), paid to the principal trades in Charleston, S. C.: Bricklayers, \$175; plasterers, \$175; boiler makers, \$175; machinists, \$175; plumbers, \$165; carpenters, \$165; building trade laborers, \$150; machinist and boiler maker help, \$150; letter carriers, temporary, \$83.33 to \$125; letter carriers, regular, \$66.66 to \$100.

When I entered the Postal Service in 1907 the entrance salary was \$600 and yearly increases up to \$1,200. At that time carpenters and plumbers were receiving \$50 to \$60 per month, machinists, boiler makers, bricklayers, and plasterers were receiving \$75 to \$83 per month. Through collective bargaining and strikes they have increased their salaries from 100 to 150 per cent. On January 1 these organizations are going to demand \$1 per hour, eighth hours per day \$8. If our services were worth \$100 in 1907, why not in comparison worth \$200 to-day.

The temporary increased received by us amount to 25 per cent but we received nothing during the first year of the war, while other Government employees received their increases.

According to Department of Labor reports living expenses advanced 23 per cent from 1907 to 1914, inclusive, and the July issue of the Labor Review of the Department of Labor shows an increase from January, 1915, to May, 1919, of 108 per cent average, with all articles of food over 100 per cent. Since May to August an increase of 5 per cent, making a total of 136 per cent. According to these statistics Charleston, S. C., was the third highest in the United States, showing an increase of 98 per cent in the past six years.

In interviewing the leading furnishers of our State and comparing invoices I was assured of an increase of 25 per cent in next summer's clothing and from \$2 to \$3 per pair on shoes. These orders are already placed and statements made out for same.

In my particular case I have had to let my wife go to work at a sacrifice of the ideals of an American home because this democratic Government of ours can not support in reason an employee with a wife and three children. Nearly every other carrier in our State has either to engage in side lines after their day's work is done or send other members of their families to work. Look in the Commercial Guide used by the merchants and you will see S. after their name, meaning slow pay. The only wonder is that he is able to pay at all.

I need but say that there are many men now remaining in the service only waiting to see what recommendations are made by this committee and action taken by Congress as to whether they will continue to remain in the service or seek other employment before getting too old like some of our brothers who have served 35 to 52 years and are not fit now to seek more remunerative positions.

Uniforms are another item of cost having advanced over 100 per cent.

2. We do not think that promotions should be withheld like formerly to the highest grade of carriers in the smaller offices. All city-delivery carriers should be paid the highest grade of salary.

3. It is not fair to the carrier who has given the best part of his life to the postal service to be refused promotion on account of old age or to be demoted for same.

4. In regard to this we have no regular substitute list; all are temporary appointments of young men recently discharged from the Army who only accept this job while looking for more remunerative positions elsewhere. Out of a total of eight sent for last week five refused to pay any attention to the summons, as they had got better jobs since filing application. From August 12 to 26, inclusive, I have had a substitute assigned to work my vacation. He had to learn to case and distribute mail on my territory, for which he did not receive one cent of pay. God knows I can't afford to pay him; but what about the postal service. Must a man work for 14 days for nothing in order to get 15 days' work at 40 cents per hour? This is one reason that we have no substitutes, or else those of a lower grade.

5. In regard to time and a half for overtime, we don't think this would increase the amount paid very much as, in our opinion, it would eliminate overtime, as nearly all postmasters have an allowance for extra work which they can't go beyond, and they would employ subs to do this work or would rearrange the routes to permit the employment of additional carriers. We do not want any overtime, as a man who works as hard as we do for eight hours does not feel like performing any extra work. No day in our offices when we return after the last trip of the day but what there is such an accumulation of circular mail that it takes from 20 to 30 minutes to work up same. I don't think in the last two years that I have ever seen all the mail in the offices worked up.

6. All authorities agree that night work is more strenuous on the system than day-work, and other trades penalize it by demanding time and a half to double time for work so performed. Under our department a great deal of work is performed at night, so such recommendation is no more than justifiable.

7. This is one of the reasons that you can't get any responsible carriers, as very often in our State the load carried weighs as much as 125 pounds for a trip; such loads lead to a rapid decline in health among the carriers, and is only one other reason that we should obtain more money. For this reason also there should be no difference between salaries of carriers and clerks.

8. The right of promotion to supervisory positions by carriers as passed by Congress is nullified by regulations of the department, making it impossible for a carrier to get such promotion without first transferring to the clerical force.

9. Every other of different Government branches except the postal service has 30 days' holiday, and it is not to be disputed that a man that walks an average of 12 miles a day certainly needs a longer rest than those clerks of the other Government departments who sit under fans all day at desks protected from the heat as well as the cold, rain, and snow.

10. Carriers are in many cases required to work for only one or two hours on Sundays and holidays thereby breaking up the whole day for them. This can be avoided by passing this law which will prevent them working on such days as the department would not let you work then when it has to pay you for a whole day off.

11. As all places of business suspend business for one-half day on Saturday—and most of the other crafts, including the rest of the Government employees—this bill should be passed in such a way that no other construction could be put on it.

12. The need of retirement legislation is greater than ever. Just imagine being in the service over 52 years, as most of our older men have, waiting each day to be kicked out but holding on in the hopes that both the Democratic and Republican Parties will remember that this was a plank in their national platform, and pass such legislation. I guess with the war and League of Nations this was only overlooked, and we hope you will recommend that this important piece of legislation be taken up.

STATEMENT OF MR. B. L. WALL, AUGUSTA, GA.

Mr. WALL. Mr. Chairman and honorable gentlemen, on behalf of the letter carriers of Georgia, I am pleased indeed to have the opportunity of saying a few words in a cause of such vital importance to us. You gentlemen will pardon me if I become personal, with the idea, of course, that what affects me is also typical of others similarly situated. In my office the older men are home owners. They acquired these homes under old-time conditions, with savings from the salaries paid then. They were able to acquire these homes, and now, in a measure, of course, can stand the strain a little better than those who came along later and did not get that far along in the service. To-day none of the men in the service are foolhardy or reckless enough to undertake to buy a home and pay for it out of the wages they are earning. I believe I have heard of one since I have been up here, who undertook to do that and he was later caught robbing the mails, extracting money from letters. That is the only one I have heard of who, under present conditions, was reckless enough to try it.

We have made the Postal Service our life work. We love it. No members of any trade, calling, or profession have a greater love for

their avocation than we have after due training and experience in the service, and yet the opportunity is denied us now in this chosen life work; the opportunity is not open, I say, at the present salary, of undertaking the responsibility of becoming a home owner, the great bulwark of liberty-loving democracy. The truth about the matter, gentlemen, is that we can not meet expenses under the present conditions. We can not live with the income we receive at the hands of the Government.

Six or seven years ago, when I was in the twelve-hundred grade, and that was the top—compared with my associates, my neighbors and the people with whom I mixed, skilled artisans and such like—my pay was fair. I was not in high society, with engineers and such as they, but I had better pay than the average fellow. To-day I live in a rural community because I could not get a house in the city that I could afford to pay the rent for. At present my neighbors are artisans, barbers, etc., who go to town to work, and farmers who work there, and they all make considerably more than I do.

I want to say to you, also, that we believe, as you have already heard, that the maximum salaries should be at least \$2,400 a year. I make bold to assert that when I drew my \$1,200 a year just seven years ago that as far as my expenses were concerned and as far as the expenditures in my household are concerned, it was more than \$2,400 would be to me to-day. If statistics do not bear me out in this statement then it is so much the worse for the statistics, because I know what I am talking about.

I know that I am paying 35 and 40 cents for white bacon, and I know that then I could get it for 12 cents. Statistics won't change that fact. I know that I am paying two and a half times what I used to pay for bread; three or four times as much for clothing and shoes than I did six or seven years ago. You needn't talk to me about statistics. Those are the things for which we spend our wages, and I know what I am talking about.

When we were getting \$1,200 six or seven years ago nobody said that the postal employees were overpaid; hardly anybody would have said that we didn't deserve and didn't need a raise even then, and the maximum we are asking now, I say to you gentlemen, as far as we are concerned, is less than we were getting six or seven years ago, when you count what it will buy.

There is just one other point. I did want to say a word about the applicants for entrance into the service. We are running out of men. All the parcel-post work is done practically by noncertified men. It used to be when a civil-service examination was held in Augusta just a little notice would appear in the paper, and when the day arrived for the examination the place would be crowded. Now you can hardly get a man to take the examination, and even after he does, he won't take the job.

Another thing I wish to emphasize is that we should have time and a half for overtime. A man who gets \$1,650 a year gets as overtime after his first eight hours about 57 cents an hour. The matter has already been discussed before you, and the reason is that the department in fixing the overtime figures went on the assumption that we worked 365 days a year—this year it will be 366, notwithstanding that there are Sundays and holidays, none of which we are required to work, in addition to 15 days' vacation. There are 74 days a year

by so doing you would have to increase the force. You would have to make the districts shorter, and the supervisory officials would have to furnish us supernumeraries within 30 days from the time we put in this overtime, whether we served on Christmas or New Years, or when it was, we would then get time off within the next 30 days, and that would be beneficial, both to the men and to the service.

We believe that some specified weight should determine the letter carrier's burden. As it is we have routes in the Atlanta post office that go anywhere from a hundred to a hundred and fifty pounds a trip, especially on the first trip on Monday morning. We have routes that have to have auxiliary help. We make tie-outs on the first trips, which is delivered by auxiliary help, and on the second trip we have to have automobile service. We divide our mail and it is carried up to a certain station, to depositary boxes or a certain building, and it is left there until we can work up to it, which shows you we are overburdened with mail.

We believe that the size of a route should be determined by the heaviest day a man has to work. We believe that a man ought to be able to make his route in a reasonable time and not have to split up or not have to return mail or make overtime, because it is extremely hard when a man has worked eight hours on a heavy day to work two or three hours in excess of that in order to complete his deliveries. We believe the patrons would be better satisfied and the Post Office Department better represented.

We have in our route what is called "curtailed deliveries." We believe that every route should have the maximum number of deliveries. This is due to no fault of our supervisory officials. We have districts, a portion of which have only one delivery a day.

Mr. BELL. Your time has expired and more, and if you have anything further, you may submit it in a brief.

Mr. WESTMORELAND. I believe I am about through and I have already submitted my brief.

The brief referred to follows:

BRIEF SUBMITTED BY MR. W. G. WESTMORELAND, ATLANTA, GA.

The letter carriers of Atlanta, Ga., desire to present to you the following brief, which we have condensed to such an extent as we think practicable to cover the points to be considered in the readjustment and reclassification of our salaries:

QUALIFICATIONS.

(a) An applicant for the position of letter carrier is required to pass a physical examination.

(b) He must furnish evidence of good moral character.

(c) He must pass a mental test. This test is an open competitive examination in which he must make a creditable mark in order to be placed on the eligible list.

APPOINTMENT.

(a) He is appointed as a substitute at 60 cents per hour.

(b) The length of time a substitute must serve is indefinite; on good authority it is estimated at an average of four years. The average salary is about \$50 per month.

(c) He is appointed as a regular carrier to the lowest grade, and must serve 6 years to reach the maximum grade, which makes 10 years he must serve in order to reach the \$1,650 salary, which maximum is inadequate to meet the present cost of living.

INCREASED COST OF LIVING.

(a) The necessities of life have increased from 50 per cent to more than 200 per cent in some instances, as note the following table:

	Prewar price.	Present price.
Uniform.....	\$13. 75	\$32. 95
Shoes.....	3. 50	8. 00
Shirtwaist.....	. 90	2. 25
Cap.....	1. 25	2. 25
(b) Food:		
Flour, 24-pound sack.....	. 95	2. 25
Sugar, per pound.....	. 05	. 23
Meal, per peck.....	. 15	. 70
Lard, per pound.....	. 15	. 30

Other commodities in proportion.

(c) Increase in salary from \$100 to \$137.50, a 37½ per cent increase. In view of the fact that it requires a minimum of \$1,800 per year to support a family of five, according to the report of the Federal Bureau of Statistics, we urge this commission to recommend an initial salary of \$1,800—\$2,100 for the second year and \$2,400 thereafter—these promotions to be made automatically. Adequate pay produces satisfaction, and attracts a good class of men to the service: satisfaction produces superior service and retains experienced men. According to figures furnished by the superintendent of the Atlanta post office for the fiscal year ending June 30, 1918, six regular and 23 substitute carriers quit the service. For the fiscal year ending June 30, 1919, 16 regular and 9 substitute carriers left the service, and men are constantly leaving, from which is plainly evident that the pay is not attractive. Examinations are being held three and four times a year in order to keep the force properly recruited, and at the present time we have on our list temporary substitutes. In other words, men who as yet have not passed the examination.

(d) Promotions. Before a carrier is denied his promotion, or before he shall be demoted, provision should be made to furnish him with a written copy of reasons therefor. He should be given an opportunity to appear before an impartial board appointed for this purpose to refute said charges.

SUBSTITUTES.

(a) In view of the fact that the duties of a substitute are varied and hard and that his hours are long, we urge that he be paid at the rate of 80 cents per hour, and that he be guaranteed a salary of not less than \$100 per month. He is required to report every morning, including Sundays and holidays, and often he is required to extend his work over a period of from 10 to 15 hours. He is required to buy uniforms, caps, etc., just as is a regular carrier. A great many substitutes enter the service with the responsibilities of a family already upon them.

(b) The time served as a substitute should be reckoned as a factor in regulating his initial salary. If a substitute serves one year before he is appointed, we believe that his appointment should be made to the second group, and if he has served two years, to the third group, and so on, until the maximum is reached.

VACATION.

We urge that this commission recommend a 30-day vacation in order that the men may be more fit for the work of the ensuing year. There is no set of men who are more exposed to all kinds of weather—extreme heat and extreme cold—than are the letter carriers.

SUGGESTIONS.

In addition to an adequate salary, we believe that the following suggestions carried out would prove beneficial to the service:

Compensatory time. Whenever it is necessary to the service that a carrier be required to work a portion of any Sunday or holiday, he should be given a whole day in one of the 30 days following, regardless of whether he works the entire holiday or a fractional part thereof.

Weight. Some reasonable limit of weight should be specified.

Curtailed territory. Every portion of a route should be given the maximum number of deliveries.

Size of route. A route should be laid out for eight hours' work on a maximum day.

Overtime. All time in excess of eight hours' time on week days should be paid for at the rate of time and half time.

"Speed-up" system. Abolishment of the "speed-up" system—doubling on routes on account of vacation time, and removal from routes as a punishment of offenses—for in every case it is the public as well as the carrier that suffers.

And, in conclusion, gentlemen, we should not consider the suggestions complete without a request for the retirement of the old men who have worn themselves out in the service, and we request that such legislation be based upon length of service rather than upon attained age.

Briefs were submitted by C. G. Brandon, Natchez, Miss., R. L. Jones, Fort Smith, Ark., J. W. Lavender, Columbus, Ga., W. C. Morgan et al, Chattanooga, Tenn., J. W. Markham et al, Durham, N. C., and Alvin J. Brandes, Charlotte, N. C., as follows:

BRIEF FILED BY MR. C. G. BRANDON, NATCHEZ, MISS.

Greetings from the six letter carriers of Natchez, Miss.

We wish to state that the present scale of wages paid us at this juncture is much too small to meet our actual every-day cost of living. The increased prices of 60 per cent, at the lowest estimate, compels us to place our families in a hampered predicament, constantly curtailing expenses, and too often doing without the most necessary requirements of home comforts, and with watchfulness then falling in arrears with our 30 days accounts invariably.

The fact is that postal pay has at all times been less than all employment pay rolls. The department wishes efficient employees and good workers are required, and in turn living wages should be compensated to enable it employees to cope with the present high cost at the prices prevailing.

BRIEF SUBMITTED BY MR. R. L. JONES, FORT SMITH, ARK., CHAIRMAN OF COMMITTEE.

The city letter carriers of Fort Smith, Ark., wish to file the following brief for your consideration in regard to an increase in salary:

Applicants for a civil-service examination are required to give the best of references by having vouchers signed by responsible persons, and are required to stand a rigid examination, and must be physically as well as mentally fit before being admitted to the examination. The applicants are required to take an open competitive examination from which the eligible register for appointments is made up according to the percentage attained, and must make an average of 70 per cent before being placed on the eligible register. If an appointment is made, it is first to substitute, for which the average substitute works about three years for 40 cents per hour for actual time employed (later increased to 60 cents), during which time his earnings are meager. In other words, he averages about \$50 per month (before bonus) and is required to report every day without any assurance of work. When appointed regularly, he begins at the lowest grade salary regardless of how long he has served as substitute. Letter carriers work an average of 10 years before they reach the highest grade salary. We think this is unjust. A carrier is as competent in four years' service as he will ever be.

The July, 1919, issue of the Labor Review, published by the Department of Labor, shows that for the six-year period from May 15, 1913, to May 15, 1919, the increase for food, as a whole, was 91 per cent, with nine of the most important food articles showing an increase considerably over 100 per cent. Clothing and other necessities have increased accordingly, if not more. Carriers' medium-weight uniforms in 1913 cost \$15.65; to-day the same uniform costs \$31.50. Shoes—a carrier's most expensive item—have increased at least three times in price in the past six years. During the same period the wages of employees in private industries were raised as the cost of living increased. Letter carriers have only received a temporary increase of 25 per cent since 1907, and it will require an increase of not less than 60 per cent to the salary scale now in effect to place the letter carriers on a prewar basis.

Mechanics and unskilled laborers are better paid than the trained employees in the Postal Service; besides, their moral standing is not questioned. They are not required to stand a rigid examination and have not the responsibility that the postal employees have. During the war the postal employees could not make the proper patriotic subscriptions and donations on account of inadequate salaries. At present, carriers can not purchase homes and make other necessary investments on account of inadequate salaries.

Opinions will differ more widely as to the causes for the present high prices, but there should be little disagreement as to the actual effects. We know them and we feel them, and a worker with a fixed salary like the letter carriers is the greatest sufferer of all. Advanced prices, meaning prosperity to many, have meant a constant wage reduction to the postal employees. With private industries offering more inviting inducements, many trained men have been forced from the service. Few qualified applicants have come to fill their places. Here is a situation which demands substantial relief.

The postal service is an institution of the people and should not be run for profit. Instead of turning a large sum back into the Treasury, it should be expended for the betterment of the service, and unless the trained employees are retained, the Post Office Department can not give efficient service.

Herewith attached is a wage scale of some of the skilled laborers of the city from 1913 to 1919 for an eight-hour day:

	Salary per day, 1913.	Salary per day, 1919.		Salary per day, 1913.	Salary per day, 1919.
Bricklayers.....	\$6.00	\$9.00	Painters.....	\$4.00	\$6.80
Carpenters.....	4.80	8.00	Plumbers.....	4.00	6.80
Cement finishers.....	3.50	7.00	Plasterers.....	5.00	8.00
Electricians.....	4.00	7.00			

BRIEF SUBMITTED BY MR. J. W. LAVENDER, COLUMBUS, GA.

As regards the reclassification of salaries of postal employees, the letter carriers of Columbus, Ga., ask your careful and earnest consideration of the following facts, based on personal investigation:

To be eligible for appointment as letter carrier, a man must pass a rigid civil-service examination and eligibility is based on the rating obtained.

Appointments are made in rotation to the position of substitute and is compensated at the rate of 40 cents per hour (later increased to 60 cents) for work actually performed. The length of service as substitute varies, but on an average is about two years.

On receiving regular appointment he begins at the lowest salary grade, under the present law \$1,000 per year, and is promoted successively to \$1,400 per year, with \$1,500 as the highest grade to be obtained. During his service as substitute, and on account of slow promotions, very naturally he soon goes so far in debt that it is almost impossible to get out again.

On careful investigation we have found and herewith submit the following facts to substantiate our request for a much-needed increase in salary:

First. Since 1916 the cost of living has increased at the following rate: House rent, on an average of 75 per cent; dry goods, shoes, uniforms, 200 per cent; groceries, 140 per cent; fresh meats, 130 per cent.

Since the beginning of the war private corporations have increased the pay of employees at approximately the following rates from July, 1916, to July, 1919: Railroad, 50 per cent; machinists, 70 per cent; brick masons, 100 per cent; carpenters, 100 per cent; molders, 75 per cent; cotton mills, hosiery mills, 150 per cent; printers, 75 per cent.

Local fertilizer and cotton-oil mills have actually increased the pay of colored laborers more than 100 per cent. Negro laborers with no skill whatever receive as much as letter carriers in the first grade.

We call the special attention of your honorable body to the following increases in the salaries of letter carriers: The classification law of 1907 placed the entrance salary at \$800 per year, with automatic promotions to \$1,200. On July 1, 1918, automatic promotions were suspended and a bonus of \$200 substituted, which actually amounted to only \$100 for the men in the lower grades as they had already served one year. On July 1, 1919, we were granted a temporary promotion of \$100 per year.

Think, gentlemen, since 1907 the salaries of letter carriers have only been increased 25 per cent, while the cost of living has increased more than 125 per cent.

Nevertheless, the letter carriers of our office responded almost 100 per cent in every Liberty loan and war-savings campaign, as well as all the numerous worthy causes brought about by the war.

Out of 17 carriers in this office, 14 are married and have an average of five in the family.

In view of the foregoing facts, we feel perfectly justifiable in asking your adoption of the following schedule of salaries: First grade, \$2,000; second grade, \$2,100; third grade, \$2,200; fourth grade, \$2,300; fifth grade, \$2,400.

Be it resolved, That in conjunction with our statement of facts herewith presented, we strongly urge your consideration of the following:

(1) Thirty days' sick leave; (2) thirty days' vacation; (3) a civil service court of appeals; (4) retirement for aged employees; (5) recognition of our organizations by the department, and other betterments in a general way that will tend to make our Postal Service a more efficient as well as a more attractive public institution; (6) an adequate allowance to cover cost of uniforms (as no other class of postal employees are required to wear uniforms, it is no more than common justice that the department furnish them).

BRIEF FILED BY W. C. MORGAN ET AL., CHATTANOOGA, TENN.

We, the letter carriers of Chattanooga in joint session respectfully request that our salaries be adjusted and reclassified as follows:

First grade, \$1,800 per annum.

Second grade, \$2,100 per annum.

Third grade, \$2,400 per annum.

Request that substitutes be paid at the rate of 80 cents per hour, and that after one year service they be promoted to the second grade.

We base our claims on the attached table of wages that is being paid by the different industries of Chattanooga with increases ranging from 58 to 148 per cent, compared with our 41 $\frac{1}{2}$ per cent increase in 12 years.

Also the necessities of life having increased from 50 to 336 per cent, you can readily see the conditions in which we are placed, our salaries having remained stationary until last year when Congress gave us a small bonus.

Owing to these conditions we are asking for decent wages that we may be able to clothe, feed, and educate our children in a way befitting our positions and to enable us to make payments on our little homes.

Respectfully,

W. C. MORGAN,
J. F. McPHERSON,
R. B. LANE,
Committee.

Wages being paid employees of different industries.

Wages.	1913	1919	Increase.
			<i>Per cent.</i>
Machinists.....per hour..	\$0. 40	\$0. 68	70
Blacksmiths.....do....	.35	.68	90
Boiler makers.....do....	.35	.68	90
Carmen.....do....	.29	.58	100
Switchmen.....do....	.25	.62 $\frac{1}{2}$	148 $\frac{1}{2}$
Tower men.....do....			58
Engineers.....do....			111
Bricklayers.....per hour..	.50	1. 00	100
Carpenters.....do....	.40	.75	87 $\frac{1}{2}$
Butchers.....per week..	15. 00	30. 00	100
Plumbers.....per hour..	.50	.87	74
Painters.....do....	.40	.65	62
Car inspectors.....do....	.29	.58	100

Uniforms have increased from 75 per cent to 100 per cent since 1913; coal has increased from 75 per cent to 100 per cent since 1913; and almost everything else in proportion.

We have vacancies in our carrier force which we are unable to fill on account of no regular substitutes. We have no eligible list. Routes are served by temporary appointments.

Employees leaving service during the past year:

Clerks—

3 at \$1,000 per annum.

1 at \$1,100 per annum.

2 at \$1,400 per annum.

1 at \$1,500 per annum.

1 at \$1,700 per annum.

Carriers—

2 at \$1,000 per annum.

1 at \$1,100 per annum.

1 at \$1,200 per annum.

Temporary clerks appointed and on pay roll during past year, 28.

Temporary carriers appointed and on pay roll during past year, 21.

BRIEF SUBMITTED BY MR. J. W. MARKHAM ET AL., DURHAM, N. C.

The letter carriers of the city of Durham, N. C., respectfully present to you the following data and information which to them presents the urgent need for immediate readjustment and reclassification of the salaries of city letter carriers in the United States:

1. At the present time the salaries of city letter carriers are below that of uneducated and unskilled labor in other walks of life, who are also free from any responsibility whatsoever. The city letter carrier must not only be a citizen of good repute, but must have sufficient education to stand an open competitive examination under civil-service rules and make a higher percentage than those against whom he competes for the appointment. He occupies a position of trust and confidence in the community and must in conduct and personal appearance be acceptable to the hundreds of homes to which he is daily given free access in the discharge of his duties.

2. To reach the coveted position of city carrier the applicant must undergo an apprenticeship as substitute for a term which is, on the average, four years, during which period he averages approximately \$50 per month, and when advanced from substitute to regular, the carrier must start at the very lowest grade salary and work on an average of 10 years before he can receive the highest grade salary now paid.

3. During the past five years the cost of living has increased more than 80 per cent. Through this period, and in keeping with the advance in the cost of living, the employee in private industries has been raised in proportion to the advance, while the letter carrier has, since 1907, only received a temporary increase of 25 per cent, though it would take an increase in the present salary scale of not less than 60 per cent to place the city letter carriers on a prewar basis.

4. That the demand for men of the educational qualifications and standing of citizenship required of and possessed by city letter carriers makes the present schedule of salaries too unattractive to hold the present men in the service or to recruit new men in their places, as, according to the statistics furnished by the Department of Labor, it now requires an income of not less than \$1,800 to purchase the actual necessities of life for a family of five.

In view of these facts, we earnestly pray that your commission give serious and thoughtful consideration to the enactment of the reclassification law for city letter carriers and make the following recommendations:

(a) That the salary of first grade be \$1,800; that of second grade, \$2,000; third grade, \$2,200; and fourth grade, \$2,400.

(b) That all promotions be made following the expiration of one year of service in the next lower grades.

(c) That substitute service be limited to a period not to exceed one year.

(d) That substitutes be paid at the rate of 80 cents an hour and that they be guaranteed earnings of not less than \$100 per month.

(e) That the time served as a substitute shall be reckoned as a factor in regulating the initial salary when appointed to a regular position.

BRIEF SUBMITTED BY MR. ALVIN J. BRANDES, CHARLOTTE, N. C.

As the representative of the carriers of this office Mr. J. W. Kiser, who appeared before the commission which convened in Atlanta, Ga., Saturday, January 3, 1920, did not have the time or the information to lay the full facts before the commission, I have been instructed to file a short brief with you to substantiate our claim that the present wage scale, even with the bonuses provided, is insufficient to meet the extra cost of living and to compare our wages with the wages paid workers in other vocations in this city.

Several months ago the press of the country published tables giving the average cost of living in different cities of the country; Charlotte, N. C., appeared at the head of the list as being the city in which the cost of living was highest, and Savannah, Ga., the lowest. I do not remember the exact amounts given, but as the statements were given out by Government statisticians, they should be easily available for your inspection.

It is impossible to compare salaries paid workers in other vocations with that of the postal employees for the simple fact that in no other line of work does the employment compare with that of the letter carrier or the postal clerk; therefore I will simply state the class of employment and the salaries paid for same in this city: Painters, 75 cents per hour; carpenters, 75 cents per hour; bricklayers, 75 cents per hour; plumbers, \$1 per hour; common laborers, 40 cents per hour; street-car men, 38½ to 46½; paper hangers, \$45 to \$65 per week, piecework, not over 8 hours; grocery clerks, \$18-\$20 per week, groceries at cost; clothing salesmen, \$1,600 to \$2,000 per year,

clothing at discount; furniture salesmen, \$1,600 to \$2,000 per year, also commissions: Negro porters at railroad, \$150 per month. All mechanical trades receive time and one-half for overtime and double time for Sundays and holidays. Painters who report less than 26 minutes late are paid for the full hour, and are allowed 15 minutes to wash up.

In the matter of rents, I beg to state on reliable authority that an apartment which in 1914 could be rented for \$15 now brings \$45, and others are in proportion. To state that rents have increased from 200 to 300 per cent would not be an exaggeration.

The figures on salaries are taken from personal investigation, and I know that they are not taken from hearsay.

I do not think it is necessary for me to enumerate any further, as I believe the members of the commission are well aware of the conditions in regard to clothing, shoes, and other necessary articles which are used every day in the household, so I will refrain from taking up any more of your valuable time.

Mr. BELL. The meeting will now adjourn from this hour until 2 o'clock.

(Whereupon, at 12.30 p. m. the hearing adjourned.)

AFTER RECESS.

RAILWAY POSTAL CLERKS.

Mr. BELL. The first speaker for the R. P. O. clerks is Mr. C. C. Boone.

STATEMENT OF MR. C. C. BOONE, BLACK MOUNTAIN, N. C.

Mr. BOONE. Mr. Chairman and gentlemen of the commission —

Mr. BELL. I believe you have 3 minutes, Mr. Boone.

(NOTE.—Mr. Boone being assigned only 3 minutes and not having time to deliver his prepared speech extemporized as follows:)

Mr. BOONE. Possibly it will not take me that long, but for fear that I will not, in the limited time I have at my disposal, bring to your attention something that occurred to me to-day, I will do so now. It seemed to me that some of the gentlemen who are addressing you to-day are trying to skate on some very thin ice, inadvertently treading on the surface of a slumbering volcano. This is the age of emancipated woman. Having passed 53 milestones in life's journey and having been a married man for 21 years, I would say to you gentlemen and ladies that I would not for any amount make any remark or expression that could by any stretch of the imagination be construed as reflecting in any way upon womanhood, because, as I say, after 21 years of married experience, I am yet, at the age of 53, daily trying to ingratiate myself into the good will, confidence, and esteem of the fair sex, because I, like a number of you other gentlemen, have found in that period of time that we can neither live with them nor without them.

Aside from a spirit of levity, gentlemen, allow me to say that I have always heartily subscribed to that beautiful tribute paid by Washington Irving to womankind when he said: "In the heart of every true woman there is a spark of heavenly fire which lies dormant in the broad daylight of prosperity, but which kindles, blazes up and burns in the dark hours of adversity." That is my conception of womankind, and I hope that these gentlemen who inadvertently made the mistake of possibly creating a false impression will go around and apologize to the ladies. I know they will receive them courteously and accept their apologies.

Gentlemen of the commission, will you allow me to say, and I would not undertake by any cheap process of flattery to create a false impression in the minds of you gentlemen, that as I sat there, an

interested listener, and watched you and noted your kindly and considerate attitude toward the various ones who addressed you to-day, a good many of them, perhaps, who had not had the training in life that enabled them to approach you without a good deal of fear and trembling, I will say that the manner in which you greeted them and treated them was an inspiration to me, and the fact that you who are representatives of the greatest deliberative body on earth have been chosen to come down here and meet face to face with us portends great good for the future.

And at this special period of time, a time of reconstruction, the old world forces having been broken up from their very foundations—we are starting in to reconstruct, we in the lower walks of life, not as a thing separate and apart from yourselves, but all of us recognize ourselves as being part and parcel of this great, intricate, and complex machinery called “government,” as coworkers and collaborators with you, part and parcel of you. I think all this will have such an influence on the spirit and temperament of this class of people that you will find you have builded much better than you knew or hoped when you started this splendid work which you have begun.

I want to say to you in behalf of the railway postal clerks that you with your various duties, troubles, and worries need have no fear about the postal clerks striking. You need not, for the simple fact that the man who qualifies as a railway postal clerk must be an educated man, a man who must have a good, working common-school education at least. Then, if you have an aggregation of that kind without a single illiterate man among them, you are dealing with a group of men who, without a single exception, have initiative and progressiveness, who know their duty, their relationship, and their responsibilities toward their Government. They know its history and its traditions, and they know the things this Government is based upon and what they must do in order to maintain themselves and maintain the existence of this Government, and in a time of great crisis when other classes are worrying you, you will not find the railway postal clerks coming to you and laying down ultimatums, but you will find each and every one of them at their designated places, laboring to the common end and doing their part, doing their duty and working in hearty accord with you; and I want to say in concluding these remarks that the railway mail clerks will not strike; they will not embarrass you.

If conditions get such that they can no longer continue, they will step down and out, send in their resignations and, “silently, like the Arab, fold their tents and move away.”

In that memorable and unpleasant conflict some 50 years ago, at the Battle of Manassas, there was a general, I believe, by the name of Bee, who saw his men wavering and being pressed back, and in order to rally them he galloped to their head and said, “See Jackson standing like a stone wall,” and it had a great rallying effect on his men, and I want to say to you gentlemen that although the spirit of Bolshevism may run through this country, or how much we are lashed by or impressed by this great spirit of unrest, when the worst comes to the worst, you gentlemen can say, “See the railway postal clerks standing like a stone wall.” I thank you.

Mr. BELL. The next speaker will be Mr. John Hogan, of Atlanta, Ga.

STATEMENT OF MR. JOHN HOGAN, ATLANTA, GA.

Mr. HOGAN. Mr. Chairman and gentlemen of the commission. I have been selected by the clerks of the States of Florida, Alabama, Georgia, Tennessee, and North and South Carolina, to represent their cause here to-day.

We have prepared a brief and our conclusions have been drawn from a questionnaire sent out to 500 clerks, and while the brief apparently is rather lengthy, we have confined ourselves strictly to the various phases of the service that have a bearing upon salaries, and we are here not to burden you with a lot of matter that has been gone over and over again, but to serve you, if we can. We hope we may be able to answer such questions as you may want to put to us.

Senator MOSES. Have you additional copies of that brief?

Mr. HOGAN. We have quite a number and I beg permission to file the same with you. I know it would be unfair to ask you to let us read the brief in its entirety, but I ask you if we may be allowed to read those paragraphs on which we want to lay particular stress and draw particular attention. We have gone over the brief and cut out everything we could and then carried out the points of our arguments. With your permission I will undertake to read that portion. I think I can come nearer to getting down to business by so doing. I will be as rapid as I possibly can, and in the rapid reading I know you will excuse any mistakes I may make in the reading.

(The brief in full appears hereafter.)

Mr. HOGAN. With reference to our request for back pay. The brief will show to you that the amount the clerks have drawn upon their savings and from all other sources, during the last two years, taken in connection with the high cost of living destroyed a number of homes. They have lost their homes by it and have simply used up every penny they have saved, and we feel that it is only fair that they should be reimbursed. You can partially do that by making this retroactive since the extreme high cost of living began. However, gentlemen, you must realize that to heal all of the wounds of the postal clerks and possibly every other postal employee is to give him a wage that will enable him to support his family in respectability and that is something that we can not do now.

That, gentlemen, is my conclusion, except that if you will permit me to say that we have 43 reasons in the back of this book, gathered from the men themselves, that we would like to call to your attention. I won't take up your time to read them. They give the reasons why they want that back pay and why it is they are coming to you to-day to request this raise in salary. With that I have finished, gentlemen.

Mr. STEENERSON. Aren't there a number of railway postal clerks employed at terminals?

Mr. HOGAN. How many are employed in the terminals?

Mr. STEENERSON. No, not how many; what class do they belong to?

Mr. HOGAN. They are a separate class, and Mr. Sims, who will represent the terminal clerks has all the figures.

Mr. STEENERSON. They are in a class by themselves?

Mr. HOGAN. No, sir; they are classed as railway postal clerks. You asked me the number employed.

Mr. STEENERSON. I don't care about the number. I want to know in just what class they are. A. B. or C: or what grade.

Mr. HOGAN. Most of the terminals I believe have been raised to class B. There are, I don't know how many in the country that are class B, but I think they have all been cut down and are in class B.

Mr. STEENERSON. Then there are grades within that class?

Mr. HOGAN. Yes, sir.

Mr. STEENERSON. It is pretty complicated.

Mr. HOGAN. Yes, sir; this class proposition is very complicated.

Mr. STEENERSON. You think your proposition to have one class and ten grades—is it?

Mr. HOGAN. No, sir. We want one class, practically one group of clerks, with five grades.

Mr. STEENERSON. That, you think, will simplify it?

Mr. HOGAN. It is altogether a different proposition. Under the present law we have A, B, and C. Under that proposition there would be no classes, simply five grades.

Senator MOSES. With the clerks divided into five grades?

Mr. HOGAN. Yes, sir.

Senator MOSES. As it is now, you have classes A, B, and C, and in each of these there are how many grades?

Mr. HOGAN. Ten.

Senator MOSES. Ten in each?

Mr. GROGAN. No, sir; 10 in all. Class A goes so far, class B so far, and so on.

Senator MOSES. But in your brief you state class A embraces 1 to 5 and class B embraces 1 to 7.

Mr. HOGAN. Correct.

Senator MOSES. Then that second class embraces the same as the other; 1 to 7 embraces 1 to 5.

Mr. HOGAN. That is true. I mean, to pass from class A to class B he goes up. He goes up 5, 6, and 7.

Senator MOSES. Before he can get into class B?

Mr. HOGAN. No; he is raised one grade each year until he receives the maximum after he passes from grade A. After he gets into class B there are three classes that he attains before——

Senator MOSES. Three years' service?

Mr. HOGAN. One grade each year until he reaches grade——

Senator MOSES. Grade 7?

Mr. HOGAN. Grade 7; yes, sir.

Senator MOSES. Grade 7, you mean. Grade 7 includes A and B?

Mr. HOGAN. When he gets there he can go no further unless he is assigned to a class C line. If he is on a class A line he can get no farther than 5.

Senator MOSES. Then after he gets in a class C line he can be in grades 8, 9, or 10?

Mr. HOGAN. Yes, sir.

Senator STERLING. What determines the classification of a line, the amount of business?

Mr. HOGAN. The length of the line; the importance of the run. As a matter of fact, class C lines are usually trunk lines.

Senator STERLING. I have heard it stated that that particular classification embraced in this law was framed by the railway postal clerks themselves and submitted to the committee?

Mr. HOGAN. Yes, sir.

Senator STERLING. And still that is the law you are finding fault with?

Mr. HOGAN. Yes, sir. We are finding fault with it because experience has taught us that the application of it is by no means what we expected.

Senator STERLING. Experience has taught you that it is not as easy to write a law as it looks on the face?

Mr. HOGAN. That is true; yes, sir. If the law had been applied as the postal clerks anticipated and as we felt that it should, we would have been satisfied now other than with the salaries that go with each of these grades.

Senator STERLING. You contend, then, that the administrative interpretation of this statute that you yourselves framed has been wrong?

Mr. HOGAN. I do not contend that it has not been correctly interpreted. It may be in the writing of the law.

Senator STERLING. But there has been no judicial interpretation of it. It has never been in court?

Mr. HOGAN. No, sir; we haven't the right to go to court.

(The brief referred to follows:)

STATEMENT MADE BY RAILWAY POSTAL CLERKS OF THE FOURTH DIVISION, ALABAMA, GEORGIA, FLORIDA, SOUTH CAROLINA, NORTH CAROLINA, AND TENNESSEE.

This statement prepared by the following committee: John Hogan, chairman; Fred W. Rooney, B. M. Moss, W. G. Travis, H. E. Sims, J. E. Segrest.

CLASSIFICATIONS AND ASSIGNMENTS.

Under section 1549, Postal Laws and Regulations, amended by the appropriation act of July 2, 1918, we quote the following mandatory proviso: "The Postmaster General shall * * * classify railway post offices, terminal railway post offices and transfer offices with reference to their character and importance in three classes with salary grades * * *."

The act making appropriations for the fiscal year ending June 30, 1920, further amended this section, the effect being to create two meritorious grades in classes A and B, and three meritorious grades in class C.

The grades of the basic law are specified in section 1543, Postal Laws and Regulations, and were created under the act of August 24, 1912, which is the basic law governing the salaries of all railway postal employees.

This law divided railway postal clerks into 10 grades, with annual salary at not exceeding \$900 for grade 1 to grade 10 at \$1,800, a difference of \$100 per annum for each grade.

The Postmaster General put this law into effect October 1, 1912, and classified according to their character and importance (as viewed from an administrative standpoint) all railways post office lines, terminals and transfer offices. Under the basic law class A embraced grades 1 to 4, \$900 to \$1,200; class B grades 1 to 5, \$900 to \$1,390, and class C 1 to 7, \$900 to \$1,500; grades 8, 9, and 10, \$1,600 to \$1,700, were salaries provided for clerks in charge of class C assignments, as hereinafter shown in that part of this statement, setting forth the difference and duties of assignment in each classification.

It therefore follows that railway postal clerks' salaries are fixed at a minimum and maximum rate according to the classification of their respective railway post-office lines, terminals or transfer offices and the assignments which they hold in the grades under the particular classification.

It is apparent that clerks are peculiarly interested in, and vitally affected by, any disarrangement or reduction in the classification of their railway post-office lines, under the present organization, as administered by departmental regulations which carry a corresponding reduction in grade.

Before going into further detail as to how a clerk may either be advanced or reduced in salary, allow us to show the actual classifications under the present temporary law.

Clerks and clerks in charge in class A may be graded from \$1,100 to \$1,700; class B, \$1,100 to \$1,800; class C, \$1,100 to \$2,000.

It does not necessarily follow that these clerks have reached the maximum grades in their classification; indeed, many of them have not. (Attention is invited to Exhibits A and B, with statistical information showing the number of clerks, class, grade, and average salary in the fourth division.)

This temporary increase in the pay of each grade was made possible by the act of July 2, 1918, as stated in the first paragraph under this caption, and by additional amendment of February 28, 1919.

The act of February 28, 1919, does not increase the grades, but only the amount of salary attached to them, a total of \$300 over the basic law of August 24, 1912. The creations of these new grades were mentioned in paragraph 9 of this statement, and they can perhaps be best explained in the language of the honorable Second Assistant Postmaster General in circular letter No. 821, June 16, 1919: "Attention is especially invited to the fact that there is no change in the grades for successive promotion, and that the new law creates two meritorious grades in classes A and B, and three meritorious grades in class C."

A proviso in the act of July 2, 1918, reads as follows: "that the salary of * * * railway postal clerks shall be increased during the fiscal year 1919 not more than \$200."

This proviso had the effect of preventing many clerks from receiving their automatic promotions, as provided in the basic law, and also deprived many other clerks of the right to be considered for a meritorious promotion.

To illustrate this: John Doe was regularly appointed September 30, 1916, and assigned as a clerk in the X. Y. Z. R. P. O., which had previously been designated by the Postmaster General as a class A run, and in 1916 would have paid a salary of from \$900 to a final maximum of \$1,200 per year. It is assumed that Clerk Doe had demonstrated his fitness and capabilities by not less than six months' previous service as a substitute or probationer, or else he would never be regularly appointed, and that his conduct and efficiency for one year in the X. Y. Z. R. P. O. had earned for him an automatic promotion. Consequently on October 1, 1917, his salary was increased by advancement to grade 2, at \$1,000. On October 1, 1918, he was due to receive another \$100 increase, or a promotion to grade 3, at \$1,100. He did not, and could not, receive this promotion on account of the \$200 proviso referred to. He did automatically pass from grade 2, at \$1,000 to a corresponding grade 2 at a temporary increase of \$200, but he was denied the additional \$100 which the basic law would entitle him to receive.

By the temporary act of February 28, 1919, John Doe is receiving for the current fiscal year a salary of \$1,300, or he has been temporarily advanced to a temporary salary of grade 3. He will be again denied an earned automatic promotion October 1, 1919, for the reason that section 1549, Postal Laws and Regulations, provides that no clerk can be advanced more than one grade in a period of one year. We quote from circular letter No. 821, June 16, 1919, from the Second Assistant Postmaster General Hon. Otto Praeger, as follows:

"Several superintendents have asked whether a clerk may receive an advance of \$100, and also his automatic or meritorious promotion of \$100. In reply it may be stated that the new legislation does not grant advances as referred to, and in no case can a clerk be advanced more than \$100 within a period of one year."

Thus John Doe, in 1918, is prevented from receiving his automatic promotion by a proviso in the law, and in 1919 he is again denied his automatic promotion by the interpretation of the new legislation, as cited above in circular letter No. 821. In both instances the effect is identical, and Clerk Doe loses \$200. If Clerk Doe had been assigned to a class B or class C line the situation would be unchanged, as his original appointment to any class must be grade 1.

Thus the case of John Doe is clearly one for "readjustment," and when we find, on page 2 of the annual report of the Postmaster General, that there was a total surplus in the Post Office Department of \$19,979,768.08, approximately \$20,000,000, and that for the salaries of the Railway Mail Service (all employees, p. 126), there was appropriated \$28,385,500, and an unexpended balance of \$1,892,386.42, it would seem to us that your recommendation in John Doe's case might justly be made retroactive, and that he yet receive what he had so faithfully earned, and which must have been the intention in the minds of those seeking to give him relief by legislative enactment.

The case of John Doe could be multiplied by hundreds, and you will find them in every division of the Railway Mail Service assigned to runs in each classification. Sometimes he will have been denied his \$100 meritorious promotion (there is a distinction between automatic and meritorious); again he may be unfortunate enough to have his R. P. O. line reduced in classification just before he was due to receive promotion, and while he will receive the \$100 provided in the new temporary law of February 28, 1919, he has been estopped from automatic or meritorious advancement.

Although he may continue to serve with conscientious effort, he is but human, and his mental attitude must almost invariably reduce his efficiency in dollars to his employer, the Post Office Department, in an even greater ratio than his own individual loss.

CLERKS AND CLERKS IN CHARGE.

The present organization of railway post offices for all practical purposes may be divided into only two groups as shown by this subheading.

A clerk in charge is the responsible head of the crew, as well as the executive head of the R. P. O. car or cars. His duties are minutely defined in section 1572, Postal Laws and Regulations, this section being a regulation and not a statute law.

CLASS A.

On a class A run (and as a general rule class A runs have only one clerk) the duties of a clerk in charge devolve upon that clerk. The only difference between the duties of a clerk in charge on A, B, or C runs being the volume of work both on and off duty, and the exercise of supervisory functions where there is more than one clerk in a crew. In fact, a clerk of class A must and does combine all the duties of clerk in charge, distributor, local service, etc. He must rely wholly upon his own knowledge of his duties, distribute all mail, both letters, papers, parcel post, handle the registered matter, deliver and receive mail at local stations, including catcher on nonstop stations.

In some respects these runs are the most important in the service, as all mail finally becomes local.

Class A are not necessarily separate R. P. O. lines, but are the local trains sometimes on a class B or C run. The same R. P. O. line may have trains of each classification; in fact, a great many of them are simply a lower classification on a B or C R. P. O. Numbers of former short runs have been discontinued and closed-pouch service substituted, so that few class A runs remain, where the clerk is the only one credited to the line.

Class B runs may be termed a group of railway post-office lines which the Postmaster General deems of an intermediate character and importance.

In so far as the fourth division is affected, they are runs in which two or more clerks are assigned. R. P. O. lines where the local service is heavy, where the mails received are sufficient to make a complete distribution by State or States necessary, where city distribution is frequently a part of the work and study scope.

In short, class B runs are full-fledged railway post-office lines where a distribution of mails is made similar to the service performed in the lower classification "A," and identical with service required of clerks assigned to the higher classification "C," the chief difference being in the volume of mail handled and the quantity distributed. In fact, this difference in volume handled and especially in the amount distributed (that is, the number of packages of letters, sacks of papers, and registered mail) is the principal determining factor in the present method of fixing the classification of R. P. O. lines.

The word "fixing" is used advisedly, as it must be constantly borne in mind that under the existing law the Postmaster General has the authority to fix and unfix the classification of any R. P. O. line as may seem proper, desirable, or expedient to him. This can be done, effective at any time by the promulgation of a postal regulation, which the commission to whom this statement is being submitted is fully aware has all the force of law when not in conflict with a statute.

It is true that paragraph 1, section 1549, Postal Laws and Regulations, was amended by an act of March 3, 1917, as follows:

"Hereafter when railway postal clerks are transferred from one assignment to another because of changes in the service, their salaries shall not be reduced because of such change."

We have gone into a more detailed statement of this amendment, setting forth our construction of its intent and endeavored to show how it can and has been applied in so far as its operation has affected salaries of railway postal clerks adversely. This will be found under the caption "Single classification," paragraphs 10 to 16, inclusive.

Classification of a line and assignment under that classification are inseparable factors in regulating the amount of salary that may be received by railway postal clerks. And obviously the fixing and unfixing of the classification of a line, terminal, or transfer office, or the changing and reorganization of the assignments held under that classification has a direct bearing on the salary of the employee.

This is one reason why many railway postal clerks believe that a complete readjustment of the salary grades should be made and a single standard for clerks and clerks in charge be absolutely fixed by law.

As it is to-day such an assignment or transfer carries a reduction in class and grade, and consequently length of service, experience acquired, knowledge obtained by years of continuous application and study, to say nothing of the attendant physical exertion and mental strain which enter into the daily life of every postal clerk is penalized instead of rewarded.

CLASS B.

A clerk in charge in a class B run under the present temporary law may receive the salary of grade 8, \$1,800, while other members of his crew may receive as high as grade 6 pay, \$1,600.

There is a difference of \$200 per annum in the pay of clerks in charge in both classes B and C, and the maximum salary that can be reached by other clerks or distributors in their crews. This is provided for in the basic law, which specifies "that clerks in charge of crews consisting of more than one clerk shall be clerks of grades 5 to 10, inclusive."

A clerk in charge on a class B run, who was selected or designated as such during the fiscal year July 1, 1918, to June 30, 1919, did not receive any additional compensation, or did not benefit on account of such designation during that period. He would be serving in that capacity, and did so serve, until July 1, 1919, at his previous maximum salary as a clerk, \$1,500. He was advanced July 1, 1919, to \$1,600 on account of the new law, but he would have received this increase had he only remained a clerk or distributor on his line.

Thus he has been selected as a clerk "especially adapted to the assignment and competent to direct a crew," yet, nevertheless, his actual performance of these duties and the assumption of the attendant responsibilities has added nothing to his salary, and so far as remuneration is concerned, his title is an empty one.

Indeed, if the present law should stand without any change whatever until July 1, 1923, it would be that length of time before he could be permitted to receive the maximum salary of \$1,800. In 1920 and 1921 he would not be eligible for promotion but would receive \$1,700 on July 1, 1922, and \$1,800 July 1, 1923.

This condition is made possible by the interpretation of an amendment to section No. 1549, as follows:

"Clerks assigned as clerks in charge of crews consisting of more than one clerk shall be clerks of grades 6 to 10, inclusive, and may be promoted one grade only after (3) three years' satisfactory and faithful service in such capacity."

If the construction placed on this amendment is correct, it is an essential factor in emphasizing the need of reclassification and readjustment of the salaries of railway postal clerks.

It is one of many cumulative reasons why a single standard of classification is desirable and the number of grades reduced, as proposed under the caption, "Single classification," paragraph 18.

CLASS C.

This classification, class C, under the present law is the highest attainable by clerks assigned to road duty.

The maximum salary of clerks or distributors is grade 8, at \$1,800, and for clerks in charge, \$1,900 to \$2,000.

These railway post offices are established on the trunk lines of the country's railway systems, and their importance is determined by the schedules of these trains, the connecting links of the system and other systems, the volume of all classes of mails to be carried and the scope of the distribution. Other features enter into this phase of the service, too numerous to burden the commission with detail. The fact that postal clerks are performing service in such railway post offices and receiving salaries entirely inadequate to meet their needs, considerably less than their duties, labor, and responsibilities should command, is the theme of this entire presentation of our claims.

These lines are manned by two (2) or more clerks; there is no limit. The distribution may be performed in 30 to 70 feet of car space, or there may be two (2) or more cars or an entire train of them.

The clerks in charge of both classes C and B distribute the mail as assigned by the supervisory officials. He is the head of the crew, the accountable representative of the Government. He makes the reports, sees that the mails are properly distributed, and correctly dispatched, and frequently upon his judgment depends the actual payment of money for the transportation of mails, under the space system. This is where his requisitions for "excess space" may be in one sense a warrant drawn on the public funds.

From his records are obtained the actual number of pouches handled, either in transit or distributed, their contents and origin, by whom worked, when and where delivered or received, the number of pieces of registered mail of all descriptions, and the disposition made of it.

He also has record of the sacks of papers worked by his crew, of all failures to receive, deliver, or connect mails of all classes at any point, local or junction, including outside news dealers' packages. If distribution is not completed he must show how much, in intricate detail, and the reason. If these reasons are not satisfactory to the chief clerk, he is called upon for a further explanation, and if it appears that he may have exercised poor judgment or lax supervision, his record may be charged with "minus" points under the efficiency rating system, and the bearing that this feature has upon his salary is that if he receives a sufficient number of such charges he could be reduced in grade and consequently in pay.

In case of a wreck the report he must make is a mass of detail, even to consist of the entire train, which has no bearing on the mail service except to show whether unserviceable cars were being operated or placed in the train contrary to orders or agreements. (See section 1576, Postal Laws and Regulations.)

If more mail is being carried than can be accommodated in the regular authorized space, his report must show this, how much and between what points, and the excess space, requested or utilized.

A clerk in charge must file with his chief clerk or superintendent his trip report, monthly reports, and all his special reports for permanent record.

Much more could be said relative to the work of class C clerks in charge, and what has been stated applies also to class B and class A, except as previously explained, the principal difference is in the volume of the work, responsibility involved, and number of clerks in the crews. In fact, a postal clerk's work in all classes and any grade is so similar that we have given this subject consideration under the heading, "Single classification."

CLERKS—ASSIGNMENTS.

Clerks assigned in both classes B and C are designated as distributors. The minimum and maximum grades of their salaries has heretofore been shown. They are "divided into as many groups as there are assignments in the R. P. O., and progress from the lowest to the highest assignment through the several trains in the order of importance and desirability" designated by the division superintendent.

The groups mentioned are designated as second, third, fourth, and fifth clerks, etc., or as many as may be in a crew. We must treat with these groups as we know them in this division, as the practice of assignments is not uniform and can not be on account of different conditions in every R. P. O. line in all divisions.

If there are only two men, as in the case in quite a number of class B and C runs, the second clerk usually is also the local man or exchange clerk, distributing all paper mails, while the clerks in charge work letters and handle the registers. It is, after all, just simply a matter of what duties he has been assigned by the chief clerk, and no matter what they may be, it requires the cooperation of all clerks in any crew to really successfully do the work and meet the changing and unforeseen conditions which constantly arise.

The third clerks are usually known as "side case" men, who handle the local and frequently the registers and may have other distribution. This all depends on the quantity of mails and the particular R. P. O. line, whether it be day or night service, through or local train.

The same thing is applicable to all other clerks in the crew; all distribute mail, sometimes both letters and papers of the same State or altogether letters or papers of two or more States. They are frequently assigned to assist each other at specific points and on different days of the week may have added or lessened duties. They distribute mails in accordance with schemes and schedules, supplemented by frequent special orders and almost daily changes in some particular in these schemes.

A railway postal clerk must constantly have at his mental beck and call a mass of technical detail, not only as to location, but also how to reach them by the quickest possible dispatch. All railway postal clerks are just what the term implies, and must be a combination of brain, brawn, and muscle. Their lot is hard, and the road to clerk in charge position is so long and beset with so many doubtful contingencies, so much labor, constant and never-ending study, that many capable young men who enter this service, after making a survey of the situation, having some false illusion dispelled, and viewing the hopes of other clerks shattered overnight by a reorganization, reclassification, or discontinuance of their respective R. P. O. lines, simply by the promulgation of a regulation, lose heart and resign to seek a more stable and lucrative position.

This is an additional reason for a single standard and reclassification by statute law. Had there been no war to disturb the economic conditions of the world, and if to-day we could go back to our status prior to 1914, we would still come to you with the plea for reclassification and readjustment.

While our salaries in 1914 provided a living, to-day we face a crisis, although we are not basing our claims, by any means, altogether on present cost of necessities.

We feel that an honest, capable, and efficient railway postal clerk who serves his employer, the entire citizenship of these United States, through the Post Office Department, whose entire time, under section 1599, both on and off duty, is subject to control, who expends all his energy under most trying conditions; who, by the very nature of his calling, must be away from his home one-half of his life, and who is debarred by circumstances, as well as Postal Regulations, from taking an active part in many civic affairs; who is in an isolated occupational class with nothing in common with many of his fellowmen; a class of citizen who serves behind the scenes, both night and day, receiving none of the plaudits, and sometimes much of censure from his employer—the public. We think that such a man should receive not only a living wage, but a sufficiency to provide for himself, and rear a family, without having to deny them many of the comforts and all of the luxuries of life.

WORKING CONDITIONS.

Under this caption we shall endeavor to show only such conditions as have a bearing on our salaries or the need of reclassification.

Unavoidable ones, apparently, have not heretofore been given due consideration in fixing salaries. We contend that they do have value in determining what those salaries should be, as a glass-blower or steeple-jack receives not so much pay for what work he actually does, as the hazardous conditions under which it is performed.

Our occupation was classed as extra hazardous by accident insurance companies. They preferred not to write us at all, and the excessive rates charged was really the beginning of such organization as postal clerks now have. We organized primarily for the purpose of providing ourselves with accident insurance at its actual cost.

We are perhaps engaged in one of the most dangerous civil occupations under the Federal Government.

Our duties are very irksome and nerve-racking. We have to work in fast moving trains, standing for long hours without rest, which is a constant strain upon our vitality. We must be physically fit to enter the service, and remain in good health to properly perform our duties. Our hours of duty are governed by the railroad schedules, day or night.

On practically all R. P. O. lines there is a certain amount of advance distribution necessary. Thus clerks are compelled to work under terminal sheds with the smoke, dust, and soot, often where ventilation is insufficient and frequently heat inadequate in winter. This does affect the health of a clerk, and to a certain degree his efficiency in the car.

If it be argued that lack of heat is not an unavoidable condition, we reply that even where this is adequate (and it's the exception), the sudden change in temperature by steam from the engine, when the train begins its journey, overheats the cars, and mail cars, like all other railway cars, are hard to regulate in this respect.

The same condition is applicable to lights, where electricity is used. While standing the light from storage batteries is approximately 40 per cent less than when the generator is in operation. This creates a strain on the eye, and this, together with the very exacting work of a mail distributor, forces, this class of civil employees to seek the optician's aid at an earlier age than the average normal man.

A postal clerk must exchange mails, regardless of rain, sleet, snow, or other elements, night and day, and the opening of doors makes it impossible to keep the cars at an even temperature, to say nothing of thrusting his head in a cinder-guard at sometimes a zero mark and squinting for some frozen catcher pouch while the train moves at 40 miles per hour.

The Government itself has admitted by the fumigation of mails that contagious diseases can be transmitted. A railway postal clerk is constantly handling mails which have before been handled by the hands of people in every stage of humanity's social strata. The pouches and sacks are obviously insanitary and a sack that may have been the bed of a mangy dog in some country store post office to-day, may in 12 hours be resting in your own office, filled with public documents.

A pouch that may have been the cuspidor of some thoughtless tubercular postmaster or patron in a country village, may in a few hours lie upon the separating table of a postal car, and in a few more hours be emptied on the tables of the Washington post office. Thus we are not only extra hazardous accident risks, but also unpromising

prospects for the life companies. We respectfully call your attention to the figures presented in Exhibit C, question No. 19.

There are other unavoidable conditions which could be set forth, but probably the most potent one of all is the fact that our employment unfits us for other occupations and that the experience gained in long years of service is not a saleable asset in the commercial world.

It is invaluable to the most gigantic monopoly on earth which has created it, the Post Office Department, and from an economic viewpoint alone, it will cost less in dollars and cents to pay these faithful and needy civil employees a salary commensurate with the service rendered and in keeping with the responsibilities and risk assumed, than to train some new clerk who soon must reach the same conclusion which we are endeavoring to convey.

The cost of labor turnover is yet an unsolved problem in the business world. An average of five years is necessary to properly train a first-class railway postal clerk, and his schooling is never quite complete.

A "substitute" postal clerk (this is the first mention of these indispensable young men) who enters the Railway Mail Service through the civil service first has to be untaught some of the things that he may have been led to believe such as short hours, easy work, and good pay.

He soon finds that the "lay-off" time (little understood by the uninitiated and by many business men who think we work only half time) is given him for just what it is intended—rest and study. He will be allowed 60 days to memorize an examination that contains less than 1,000 cards, and will be expected to place these cards one by one in from fifty to one hundred different 2½-inch compartments at a speed of not less than 25 per minute, and with not less than 98 per cent correct. Missing the right box, even though he knows the card, counts against him just the same, and not knowing how it is schemed only makes matters worse.

A lessened speed of a lower percentage than that mentioned results in a "minus charge" under the efficiency rating system. This applies to regular clerks as well as substitutes.

He will also be examined on Postal Laws and Regulations from time to time, and annually for the rest of his life if he remains a railway postal clerk.

If he passes, he has only just begun to study, and he keeps this up until he has learned two, three, or more States or cities, to say nothing of the knowledge he is compelled to have of the schedules, frequently of R. P. O. lines 200 to 300 miles from his own.

By a recent ruling in Circular Letter No. 821, if he is a regular clerk, the following will be required:

- Class A, grade 4.*—Not less than 2,000 cards thrown in three-year period.
- Class A, grade 5.*—Not less than 2,500.
- Class B, grade 5.*—Not less than 2,500, three-year period.
- Class B, grade 6.*—Not less than 3,000, three-year period.
- Class C, grade 6.*—3,000 cards, three-year period.
- Class C, grade 7.*—3,500 cards, three-year period.
- Class C, grade 8.*—4,000 cards, three-year period.
- Class C, clerk in charge.*—4,000 cards, three-year period.

If the clerk under any of these classifications has not cased the number of cards indicated, and if he does not make up any deficiency on or before December 31, 1919, he will be reduced to his former grade or the maximum successive grade.

His salary would be affected \$100 per year, although the act of February 28, 1919, says nothing relative to the number of cards he must have cased.

We have shown under "Classification and assignment" that clerks of the same grade are performing service in either a Class A, B, or C, R. P. O.

That clerks of the same grade are assigned in different duties and varying responsibilities in each one of these classes.

That clerks in class A work mail and perform a similar service to that in both of the two higher classes, and that their work and responsibilities vary only in volume of distribution, supervision, and clerical duties.

We have called attention to the fact that clerks in class B of a higher grade may be and are assigned to duties identical with that of a clerk in class C of a lower grade, or vice versa.

That clerks in both classes B and C are assigned to identical work in their respective R. P. O.'s, and yet be of different grades and consequently receive a higher or lower salary for the same service.

That a clerk in either classes B or C may be assigned to duties which are more important and which carry more responsibility than other clerks in their crews or the crews of other R. P. O.'s, and at the same time be of a lower grade or vice versa.

That clerks of the same grade in both of these classes are assigned to varying amount of distribution, responsibility, and quite frequently study scope, in the same railway post office.

It depends upon the trains to which assigned, their schedules, connections, and service, which the varying conditions in every division must and do regulate. There are many other reasons, too numerous to detail.

Clerks in different grades in the same R. P. O., assigned to the same crew and trains, may and do have work identical, according to the direction in which the R. P. O. is moving.

Please allow an illustration:

The clerk in charge or his second clerk may be assigned to handle and be responsible for the registered mail, as the crew goes north or east. On the return trip the third, fourth, or some other clerk of the same or a lower grade may be assigned to that duty and responsibility, ad infinitum.

You will please note that there has been but slight reference to the efficiency rating system under this subject, although it has a very great bearing, not only upon the salaries, but is a source of much dissatisfaction among railway postal clerks, and especially as to the lack of uniformity in its administration.

Referring again to the temporary law mentioned in paragraph 21, the purpose of its enactment, as postal clerks understand it, was to give to all of them, regardless of class, grade, cards, or any other reason, a little additional money to help them purchase necessities.

It is but added evidence of the need of a single classification, one of many other reasons for less flexibility in the basic law, and to just such situations must be attributed, to a very great extent, the fact that in the past fiscal year there were 1,666 resignations from the service, other than for military reasons, or a total of 3,283.

Twenty-one per cent, or one man out of each five, finds the working conditions in this service so unattractive, the remuneration so inadequate, and the "human element" brushed aside by regulations and the lack of uniformity in their administration, and adverse interpretations of law affecting railway postal clerks, that they resign to earn a livelihood in a more congenial atmosphere, where a part of their time can be called their own.

Indeed, if these conditions did not exist (and a whole pamphlet would be required to mention them all and do full justice to this subject) it is but necessary to make a casual inspection of the comparative salaries in only a few other occupations, which will be found under the caption "Living conditions," paragraphs 18 to 20.

It is not surprising that the honorable Postmaster General, in his current report, page 30, under the heading, "Railway Mail Service," in his first paragraph, uses the quoted language:

"The problem of securing a sufficient number of employees to maintain the distribution service on the trains and in the terminals is causing some concern."

We are endeavoring in this statement to point out a sure, certain, and infallible remedy for a condition which the responsible executive of the Post Office Department admits is a matter of anxiety.

The remedy is reclassification and readjustment of the salaries of railway postal clerks.

LIVING CONDITIONS.

We are confronted with a problem which to-day the whole world is seeking to solve. Railway postal clerks, with a fixed standard of earnings, are viewing this situation with a feeling of much anxiety.

Living conditions for them would be more explicitly expressed under a headnote entitled, "The problem of existence."

The average railway postal clerk would feel much chagrined if the members of your commission could take a peep behind the scenes in some of their modest homes.

You would find in a number of them a faithful wife, combining all the duties of cook, housemaid, seamstress, and in many instances laundress, whose only reward for her never-ending labors is what she eats.

You will find some children who may not fully understand, yet whose countenance indicates, that they sense some perplexing situation.

You will find the mother in hundreds of instances is forced to deny herself many actual necessities, and that the postal clerk, head of the family, is compelled to deprive himself, in every conceivable way, of things which the majority of his fellow men of "equal mental and moral qualifications" are accustomed to enjoy.

You would also discover that in other instances the wife herself had gone forth to add her earnings to the family purse, and quite frequently a child had been taken from the schoolroom to prevent a financial calamity.

You would frequently find the family housed in two or three rooms, and under such conditions as have been declared by the United States Public Health Service to be insanitary.

Our own investigations by a questionnaire sent to 500 clerks in this division have disclosed some very startling and discouraging tabulations.

The average family of 3½, within a period of one year, has been unable to expend more than \$42 for recreation. The Post Office Department, by granting a period for rest and study, admits that recreation is necessary to preserve the efficiency of a postal clerk, if for no other reason.

Notwithstanding the meager salary which, for all employees in this division, is an average of \$1,512.84, they have contributed to church and charity the average of \$37 per annum.

A money donation is the only part, in many instances, that postal clerks and their families can take in religious and civic affairs, for the simple reason that they are unable to maintain themselves in that degree of customary social requirements which is expected in the communities in which railway postal clerks should be enabled to reside.

While the average expenditure for rentals shows \$380, which would two years ago command a fairly decent home, a recent council investigation in the city of Atlanta, Ga., disclosed the fact that for residential property the rents had been increased 30 to 150 per cent.

The average food bill was \$730, and for all wearing apparel \$336.

For household refurnishings only \$56.50. A copy of the questionnaire form is attached to this statement. See Exhibit "C."

While postal clerks patriotically and sacrificingly subscribed to the limit of their ability for War Savings Stamps and Liberty bonds, question No. 30 discloses the fact that 80 per cent of them have been forced to sell. Question No. 29 shows that 90 per cent of them have had to borrow money.

The average total expense per family was \$2,364, while, as already stated, the average salary in this division for all employees is \$1,512.84, a deficit of \$851.16.

The commission, no doubt, has complete statistical information as to the increase in food products, but we reprint here (Literary Digest authority) for ready comparison a table comprising the States in the Fourth Division:

Twenty-two principal articles of food, 1913 to 1919, advanced: Alabama, 88 per cent; Florida, 88 per cent; Georgia, 86 per cent; South Carolina, 88 per cent; Tennessee, 87 per cent; the whole United States, 70 to 94 per cent.

United States Council of National Defense is authority for the following statistics: Clothing, 150 per cent; light and fuel, 80 per cent; house furnishings, 131 per cent; all wearing apparel, 100 to 150 per cent.

From authentic sources we submit a table of increase in wages for various occupations, 1913 to 1919, and as we are railroad men in every sense and a part of the crew, now under the supervision of the Government, we deem a comparison with them peculiarly applicable:

Machinists (average increase), 80 per cent; car men, 112 per cent; conductors (70 per cent in 1913 in advance of R. P. C.), 35 per cent; engineers (70 per cent in advance of R. P. C. salary in 1913), 32 per cent; firemen, 62 per cent; baggage masters, 54 per cent; flagmen, 54 per cent; porters, 73 per cent; street car men, 91 per cent; electricians, 114 per cent; carpenters, 172 per cent; brick masons, 212 per cent; railway postal clerks, 22 per cent.

Comment would be superfluous, yet there is one feature in comparison with other railroad men particularly relevant—they receive free transportation for themselves and families, and are able to take such recreation in that respect as they desire. The monetary value of these passes can be only a matter of conjecture.

Railway postal clerks not only have to spend money for photographs for their commissions, but are prohibited from using them except to go to and from duty. It is contrary to the instructions, and probably to the interstate commerce law, to use them for a day's fishing trip, 50 miles on their own R. P. O. line.

A number of railway postal clerks, as disclosed by our questionnaire, have an equity in a home which they are trying to provide, and their present predicament is one of very serious concern to them.

Certainly a man, be he postal clerk or porter (and the railroad porters are receiving salaries in a number of instances double that of the clerk who handles the Nation's business), should be paid a salary commensurate with the service which is required and which he actually delivers.

And if it be doubted that his hours of study, his attention to his duties and application to his occupation, which a great many of these men yet love, we cite as our authority the honorable Postmaster General, who says, in his report for the year

1917-18, that railway postal clerks distributed and redistributed 14,133,384,417 pieces of all classes of mail, and did it with a percentage of 99.99.

Although burdened with the unprecedented volume of mail on account of the war and handicapped by the curtailment and discontinuance of many trains and R. P. O. lines, hampered by the employment of many inexperienced men and women, both regular and uncertified, we were still capable of handling approximately 15,000,000,000 pieces of mail correctly, although some of them may have been delayed through no fault of our own.

We must say again that we have shown you not only the evident need of a substantial increase in our salaries, the desirability of a reclassification or method of regulating those salaries, but also the justice in a readjustment in numbers of instances where the law or regulations of the Postmaster General has affected them adversely and where a court of equity would grant us relief.

As state in the first paragraph, we are confronted with a problem. The only feasible remedy and practical solution which can be proposed by the millions of toilers who earn their living by the "sweat of their brow" is adequate compensation for the service rendered.

SINGLE CLASSIFICATION.

This phrase has been repeatedly employed in discussing "assignments" and "working conditions," and we believe it to be the most satisfactory solution of the salary system.

In other branches of the Postal Service there is no organization, based upon classification, of distinctive features, as A, B, or C, as is the case in the Railway Mail Service.

There may be different grades in salary for first-class post-office clerks, but they may all finally reach the maximum, and are not prevented from so doing by reason of any class restriction.

We have already shown minutely the similarity of duties and responsibilities of clerks in different classes, different assignments, and different grades.

We have pointed out the importance of local service and have shown the lack of uniformity in the compensation for the same service rendered in the different classifications.

We have shown the injustice which can be and has been done by the reduction in class of both R. P. O.'s and terminals which has automatically reduced salary or prevented promotion.

When the subject of classes is finally understood, an examination of the basic law, together with amendments referred to in this paper, will show that the Postmaster General can raise or lower a salary at will.

We claim that such discretionary power is too great and too flexible in the hands of the administrative officers of this service.

That whether by misinterpretation or administration of the law and amendments thereto, they have been so hedged in with regulations that railway postal clerks have suffered, and are yet suffering, from the full application of this system of classes.

The effect, after all, is the vital issue.

The act of March 3, 1917, paragraph 1, section 1549, Postal Laws and Regulations, is, as amended, as follows:

"Hereafter when railway postal clerks are transferred from one assignment to another, because of changes in the service their salaries shall not be reduced because of such change."

This amendment was for the purpose of protecting the salaries of railway postal clerks.

When a clerk of class A had his R. P. O. superseded by closed-pouch service, he has been placed in a terminal or given an assignment in some other R. P. O., sometimes classes B and C.

If he had reached his maximum, which was \$1,400 in 1918, he might be assigned to the same set of trains and do the identical work of his opposite man in another crew, who had reached his maximum, which in 1918 was \$1,700. Thus there would be a difference in the pay of two men on the same R. P. O. line and set of trains of \$300 per year.

In that case the transferred clerk would lose no salary, but it would take him three years to receive the same pay of the clerk who was already assigned to the class C line. This shows the injustice under the present classification and the need for a single standard, as suggested in paragraphs 17 to 19.

A class C R. P. O. in this division was reorganized on account of the discontinuance of two trains a portion of the route.

Three clerks in charge at \$1,700, and one clerk in charge at \$1,600, were left without assignment. One of them accepted a transfer to another R. P. O. and changed

his home. Before assignments could be provided for the others, two vacancies occurred on that R. P. O. in grade 10. This protected two of them. The \$1,600 clerk in charge, who had not been so designated for the three-year period, was reduced to a distributor at \$1,500. This reorganization created two class A runs on this R. P. O., but class system prevented these surplus clerks in charge from accepting these runs, as the pay at that time would be only \$1,400.

At the time of this reorganization there were two vacancies in a class B run on the same R. P. O. These clerks in charge mentioned above could not and did not take those places, because under the system they would have to be reduced in salary.

This clearly demonstrates the inequality and effect on the salaries of railway postal clerks in the application of this class system, happening on the same R. P. O. line and including all three classes, A, B, and C.

A REMEDY AND A PLAN.

A single standard with a progressive number of grades for clerks or distributors, as shown below, with a separate grade for clerks in charge of \$300 per annum above the maximum of distributors, and with no proviso before he could draw the salary; acting clerks in charge to receive the actual salary when so acting; distributors to be advanced annually under rules and regulations, both just to the Government and fair to the clerks.

Raise the standard of entrance examination and thereby keep out those who might be wanting in those attributes that are required to make a capable and efficient railway postal clerk: Substitutes, \$1,700; grade 1, \$1,900; grade 2, \$2,000; grade 3, \$2,100; grade 4, \$2,300; grade 5, \$2,500; clerks in charge, \$2,800.

That all clerks in the service on passage of bill, who are in any grade from grade 4 or below be automatically placed in same grade with salary as above, and that all clerks who at time of passage of bill are of grade 5 or over (under clerk in charge) be placed in grade 5 with salary as stated.

We would earnestly ask that the above plan be made a part of your recommendations, and that they also be retroactive to June 30, 1918. In this way you can partially reimburse the clerks for the savings drawn upon during the past five years to meet the deficit between their salaries and living expenses.

TERMINAL RAILWAY POST OFFICES AND TRANSFER CLERKS.

The primary object in the establishment of terminal railway post offices was to care for the distribution of parcel post.

- The limited space in the railway post-office lines made it imperatively necessary that some other system of working this class of mail should be devised, consequently terminal railway post offices were the result of this apparent need, and experience has shown that they are important and successful adjuncts to the Railway Mail Service.

These terminals were originally established at many railway centers in the country.

Their operation soon demonstrated that the same volume of distribution could be cared for with a greater degree of efficiency and at less cost by the discontinuance and consolidation of some of them not so advantageously located as those that are now a necessary part of this service.

As at present located, in the important gateways to the different sections of the country, it is possible for them to receive large quantities of the mails which they distribute, and thus they are enabled to work out to districts or actual points of destination, the major portion of such mails.

Their operation also demonstrated the feasibility of further expanding their functions to include the distribution of circular mail and periodical publications designated by the Post Office Department as "Blue tag."

These classes of mail had reached such volume that distribution, together with that of other mails of greater importance, made it necessary that additional space and clerical force be provided for railway post-office lines, or that their distribution be embraced in the scope of terminal work.

Under the present organization not only the mails above mentioned, but also registered matter, made-up letter mails, and a vast quantity of massed first-class matter is handled, distributed, and connected through these terminals.

In some instances daily papers are distributed to a limited extent for dispatch over closed-pouch lines.

In fact, terminal railway post offices are clearing houses for the Railway Mail Service.

The distribution required of terminal railway post offices relative to schemes and schedules is in every particular identical with those of railway post-office lines as we

have heretofore shown under other subjects treated in this statement, especially as to class C.

It is therefore necessary for clerks assigned in these terminals to devote as much time to study in order to adequately prepare themselves for the performance of their duties as clerks assigned to road work.

Organization sheets of railway post-office lines show a varying amount of time allowed for this purpose, while under an amendment to section No. 1570, Postal Laws and Regulations, will be found the following, incorporated in circular letter No. 115:

"All clerks assigned to terminals who perform distribution, or may be called upon to perform distribution in any emergency, shall be examined on the scheme of distribution and no time allowance shall be given for study in * * * terminals."

It is therefore obvious that clerks assigned in terminals are forced to make this preparation on time outside of eight hours required for their regular terminal duties.

In reply to recent inquiries terminal clerks submitted statement showing that they spend an average of 55 minutes per working day for off-duty work.

This time computed on the basis of the average pay of all terminal clerks in this division, \$1,289.61 per annum, would amount to \$123.75 per clerk, for which no compensation was received.

It would appear that compensatory time should be allowed for this absolutely necessary service required by the Post Office Department, and inasmuch as this service has already been performed by all terminal clerks, justice demands that this be retroactive.

Terminals were originally classified like railway post-office lines in accordance with their character and importance—A, B, and C.

By an order of June 19, 1915, all terminals were reduced to class A. The effect of this order was to reduce the salary and grade of such clerks who remained in the terminals previously in classes B and C, and to estop the further advancement of other clerks beyond the maximum of class A.

This injustice to a very great extent demoralized the terminal service and created a spirit of discontent among those who remained, sometimes through necessity rather than choice, and others were forced to take transfers and other assignments in order to protect their salaries.

A general curtailment of the service made it necessary for a great many clerks to accept assignments in these terminals frequently at a reduction in grade or an estoppel from further promotion.

In case a clerk declined these proffered terminal assignments they were placed on the "surplus" or unassigned list.

This general upheaval in the whole service resulting in many transfers to and from these terminals had the effect of at least temporarily reducing their efficiency. Had these terminals not been reduced in class, or if they had been then or now all under the same classification, this condition with its resulting unrest among the clerks would have been averted.

The reasons set forth showing the necessity for the single classification of R. P. O. lines apply with equal force to the terminal and transfer service.

The larger terminals employ many clerks, distribute a great volume of mail, covering a wide scope of distribution, equal to any R. P. O. line in this division.

All terminals in the fourth division are located either in or adjacent to the railroad stations, thus rendering it practicable to detail clerks for the purpose of assisting clerks in R. P. O.'s before the departure of trains.

In case of the necessity to supply a road clerk's assignment these terminal clerks are available. Thus terminal clerks are called upon to perform duties of clerks regularly assigned to lines.

Terminal clerks must not only be familiar with schemes and schedules, but also Postal Laws and Regulations relative to the proper record of registered mail, correct manner of making all reports, and such other work not usually incident to terminal duties.

Experience has demonstrated that terminals are an important and necessary complement to R. P. O. lines centering at the points where located.

One of the most important features of terminal work is that in case of the failure to complete distribution by R. P. O. lines, commonly known as "stuck mail," or failure to connect, the mail is taken into, redistributed, and dispatched by these terminals with a minimum of delay.

They serve to relieve R. P. O. lines, already receiving in the regular course of mail, the maximum which their organization can care for. For example, mail from the Treasury Department, Washington, D. C., is dispatched periodically to these terminals, such as pension and interest checks, to be worked and released on specified dates, and in addition to this, a huge quantity of Government bulletin mail is handled.

Had it not been for these terminals, the vast quantity of mail incident to the establishment of military camps, especially in the fourth division, together with the quantity of overseas mail received from the A. E. F., it would have been almost impossible to have worked all this mail in the R. P. O. lines.

Another example: The terminals receive mail of all classes from post offices and railway post offices in this and other divisions sent directly to them for distribution and dispatch, such as pouches from Chicago-Cincinnati, or Chicago and Cincinnati R. P. O.

These terminals make a more complete distribution of mail than any post office or railway post office, except the actual local separations on R. P. O. lines and their adjacent connections.

Some mails already made up by post offices and R. P. O.'s are redistributed to directs by the terminals, thus showing that a more complete distribution is made than in any other branch of the service. This relieves road clerks of a certain amount of advance work.

In addition to the work heretofore shown, terminals relieve the local post office of the handling of mail for connecting lines, both made up and for distribution.

The Atlanta, Ga., terminal relieves the local post office of the handling of all transit registered mail, and also works a portion of such mails which originate in that office.

Thus a terminal R. P. O. combines the functions of the post office and a railway post office, performing all the duties of a post office relative to distribution and dispatch. In fact, the distribution of terminals is more difficult than that of post offices, for the reason that mail received in post offices is more uniform, legible, and easier to handle first-hand than that received in terminals which originate from all sources and every section of the country. Mails received from rural districts, mill, and mining section, or what is termed by postal clerks as "mean mail." This also applies to the quality of paper mails.

In short, a terminal is a stationery railway post office, performing all the duties except that of receipt and delivery at local station.

TRANSFER CLERKS.

At many important junction points, railway postal clerks are detailed as transfer clerks.

Their duties are varied and important. They are required to keep records for use by the supervisory officials, the importance of which should not be underestimated, such as a correct record of all mail carried outside of postal cars, all mail off its regular dispatch, and the reports to be made are intricate, and upon their accuracy sometimes depends the amount of money paid for the transportation of storage mails. Also upon these reports depend the correct information as to the disposition of all delayed or irregular pouches, and they have value in tracing lost or stolen mail.

They must supervise the loading and dispatch of mails, and in case of connections missed and delayed trains, it is of greatest importance and requires not only a correct knowledge of schedules of trains arriving and departing from the junction to which transfer clerks are assigned, but must have a general knowledge of train schedules, schemes, and dispatch of mail for the whole country. A failure of prompt action on their part will result in almost a complete nullification of work done by clerks who had made the original distribution.

They are required to keep record of pouches and daily papers, from whom received and how dispatched.

Transfer clerks at the more important junctions are not only required to transfer registered mail from train to train and from post office to railroad post offices, and vice versa, but are also required to make up and dispatch pouches and jackets the same as a post office. In other words, they have the same responsibility in handling registers as any post office or railway post office line.

Notwithstanding this responsibility, the majority of these transfer clerks are classified in the lower grades.

At many points they must perform all the duties of a distributor and "round-table" man and supervise mail messengers.

They must visit letter boxes placed in stations for the convenience of the public, take the mail therefrom, cancel, and dispatch it.

One of the most responsible and important duties devolving upon him is the requisitions upon the railroad companies for all "excess" space, the great importance of which has been referred to in a preceding paragraph.

At points where no chief clerk is located, they are required to act in that capacity, in that they must supply runs and give directions in cases of emergency, such as disruption of trains, schedules, etc.

Attention is called to the fact that in the past few years many important transfer offices have been discontinued, and the mails left in charge of the railroad companies,

which condition is detrimental to the Railway Mail Service, as mails are frequently exposed to depredation and damage.

Terminal railway post offices and transfer service are integral parts of the Railway Mail Service, and what has been said in this statement relative to need of a "single classification" and "readjustment" for other railway post offices, applies with equal force.

CONCLUSIONS.

We have endeavored, in discussing the subjects in this pamphlet, to confine our statements to actual facts.

It has been difficult and tedious to write a full explanation without a mass of detail.

We have tried to say nothing that did not have a direct or indirect bearing on our salaries and the conditions under which we earn them.

It has been our purpose to hew as closely to the line as possible, and if some chips have fallen on ground irrelevant to the subject of your investigations it must be remembered that for a long, long time the railway postal clerks of this great Nation have waited patiently for just this opportunity.

We have refrained from injecting any reference to a great many things of interest and importance from the viewpoint of a railway postal clerk.

No mention has been made of the word "seniority," the slight reference to hours has not been called a "standard day" and "retirement" uppermost in the minds of many of the older clerks, does not appear in this statement elsewhere.

We have made an effort to show some inconsistencies in the basic law, and especially its administration.

We have called attention to the fact that the promulgation of a regulation, or the issuance of a ruling, or interpretation of a postal law may, can, and does frequently have a direct or implied effect on the amount of money we receive from the appropriation which you gentlemen in Congress annually make for payment of our salaries.

We invite your especial attention to Exhibit D, which shows the effect a ruling or regulation may have, and has had, on the clerks whose names are signed thereto.

We have been silent on the subject of additional pay when our cars are wrecked, detoured, or otherwise delayed, and we have made no mention of "emergency service" during Christmas holidays, or at other times, for which we neither receive compensation or sufficient travel allowance. Nor will you find this term—travel allowance—elsewhere.

The "efficiency rating system" and methods of administration have been only slightly mentioned.

We could write a book on the Post Office Department and not require many reference files.

We do not deny that there is much unrest and considerable discontent among railway postal clerks at this time, and we believe that some of the reasons have been made apparent.

We believe that the Government should be a model employer, and in all its dealings set an example as to the conditions under which its own citizens labor, as well as the remuneration for it.

We are in earnest as to our actual need for a reclassification and readjustment and the statistical information which we present is authentic to the best of our knowledge and belief.

During the "World War" railway postal clerks volunteered their services, and some of them made the supreme sacrifice.

We take great pride in calling attention to the fact that while no craft has suffered greater burdens, received less consideration, or shown greater devotion to their country than the railway postal clerks, at no time have they caused the Post Office Department the slightest concern.

A substantial increase in our pay, enabling us to provide better living conditions under which to rear our families and a more stable system of employment will have the effect of restoring to the Railway Mail Service its esprit de corps and driving discontentment from our door.

FORTY-THREE REASONS GIVEN BY RAILWAY POSTAL CLERKS WHY THEY NEED INCREASED SALARIES.

1) "The only thing that has kept our little craft from going on the rocks long ago is the loyalty of my wife, who has sacrificed the pleasures of her home, her standing in the community, and the possibility of motherhood, and has gone into a city office to earn enough money to help keep our heads above water. Why should not railway postal clerks receive enough to maintain a decent standard of living?"

(2) "Although I am living in a modest way, keeping no servants, wife doing all the housework, I have been unable to save any money during 25 years in the Railway Mail Service."

(3) "I am unable to meet my obligations on my home, and will be forced to sacrifice or lose it, unless helped by increase in salary."

(4) "Before the war and the increased cost of living, at their salaries then, no clerk was able to save and are therefore going in debt to meet present conditions."

(5) "More clerks in debt than breaking even, should have chance to save for the day when they will be placed on the scrap pile."

(6) "I have been forced to let insurance policies lapse and give up my fraternal societies, unable to meet the cost."

(7) "My health has been impaired, being forced to work extra at night to make a decent living."

(8) "I am unable to pay for needed medical attention, and my health has been injured by this forced neglect."

(9) "Am unable to buy fruit and milk, or pure butter for my children."

(10) "I am unable to give each child a quart of milk per day as doctor has advised."

(11) "Had to take two children from school and put them to work to help meet expenses."

(12) "Have to keep my children from Sunday school; unable to dress them decently."

(13) "Have been forced to sacrifice my home to get out of debt."

(14) "Forced to take out bankruptcy proceedings to save my position."

(15) "Would suggest that loan association people be called to prove financial straits of railway postal clerks."

(16) "After 16 years of service in the Railway Mail Service I find myself badly in debt."

(17) "Have to accept charity from relatives, more fortunate than I, to keep even."

(18) "Had to spend \$500 of inheritance each year for past five years to make up deficit."

(19) "Unable to attend church; can't wear decent clothes."

(20) "My daughter is at work instead of being at home, going to school."

(21) "After 16 years in mail service, my relatives have to help me take care of my family."

(22) "My family is scattered among relatives account of having to give up house; was unable to pay increased rent."

(23) "I am unable to dress myself and family decently."

(24) "My wife had to go to work to help meet expenses."

(25) "I am forced to deny myself and family on account of inadequate salary."

(26) "I am getting in debt and spending my savings of past years."

(27) "Am unable to make needed repairs on my home."

(28) "Have been forced to do outside work to make living."

(29) "I am unable to take any recreation—no funds."

(30) "I live in dread of doctor's and drug bills."

(31) "Will be compelled to resign unless my salary is increased."

(32) "Am ashamed of community in which I am forced to live in."

(33) "I have been forced to sell my Liberty bonds at a sacrifice."

(34) "We are more intelligent than train crew, receive less salary than they do."

(35) "Had to sell our cow to pay my debts."

(36) "I am a 'sub,' and have made several trips when my expenses exceeded the pay I received."

(37) "I wish to marry, but would be unable to properly support a wife on present salary."

(38) "Although I am a single man, I will have to go into other work on account of small salary received."

(39) "It takes too long for a man to reach highest grade."

(40) "From my experience I am forced to advise young men to stay out of the Railway Mail Service."

(41) "The service is depreciating on account of low salaries—keeps desirable men out."

(42) "There is a crying need for overtime in the service. Every other class of men get overtime."

(43) "As a single man, I can barely exist on present salary in Railway Mail Service. God help the married man."

EXHIBIT A.

Total number of clerks and their average salaries.

	Average salary.
57 regular clerks in Atlanta, Ga., terminal.....	\$1, 212. 30
40 acting clerks authorized, Atlanta, Ga., terminal.....	1, 100. 00
23 regular clerks, Birmingham, Ala., terminal.....	1, 270. 00
32 acting clerks authorized, Birmingham, Ala., terminal.....	1, 100. 00
5 regular clerks, Chattanooga, Tenn., terminal.....	1, 380. 00
3 acting clerks authorized, Chattanooga, Tenn., terminal.....	1, 100. 00
26 regular clerks, Nashville, Tenn., terminal.....	1, 296. 15
15 acting clerks authorized, Nashville, Tenn., terminal.....	1, 100. 00
111 total) regular clerks in terminals.	
90 total) acting clerks authorized.	
Average salary all terminals combined.....	1, 289. 61
278 substitutes in the division.....	1, 100. 00
12 unassigned clerks in the division.....	1, 115. 00
909 road clerks in the division.....	1, 584. 37
41 transfer clerks in the division.....	1, 411. 70
Average salary, all employees, including substitutes.....	1, 512. 84

EXHIBIT B.

Number of clerks in each grade, including substitute and unassigned clerks.

	Average salary.
137 clerks, grade 10.....	\$2, 000
5 clerks, grade 9.....	1, 900
303 clerks, grade 8.....	1, 800
45 clerks, grade 7.....	1, 700
150 clerks, grade 6.....	1, 600
246 clerks, grade 5.....	1, 500
14 clerks, grade 4.....	1, 400
4 clerks, grade 3.....	1, 300
50 clerks, grade 2.....	1, 200
401 clerks, grade 1.....	1, 100

EXHIBIT C.

Tabulated averages of railway postal clerks, compiled from 500 questionnaires sent.

Time in service, average, 11 years.
 Residence, average city
 Present salary, average, \$1,512.84.
 Increase in 1918 (number clerks not benefited \$200), 61 clerks.
 Increase in 1919 (number of clerks not benefited \$100), 117 clerks.
 Fair compensation, average asked for, \$2,410.
 Number in family, average, 3½ persons.
 Annual rental (average cost per family), \$380.
 Annual food expenditure (average cost per family), \$730.
 Wearing apparel expenditure (average cost per family), \$336.
 Ice, fuel, heat, and light (average cost per family), \$256.
 Insurance (average cost per family), \$84.
 Laundry (average cost per family), \$79.
 Periodicals and schoolbooks (average cost per family), \$23.
 Schooling expenses (average cost per family), \$17.
 Telephone service (average cost per family), \$27.
 Household furnishings (average cost per family), \$57.
 Doctors, dentists, oculists, and undertakers (average cost per family), \$141.
 Sickness due to working conditions, 63 clerks.
 Donations to church and charity (average cost per family), \$37.
 Recreation (average cost per family), \$42.
 Amount paid for service responsibility (average cost per clerk), \$3.
 Amount paid account of change of residence (average), \$193.

Amount paid account of personal or sick leave (average), \$47.
 Cost of postal supplies (average), \$6.
 Cost of slips (average per clerk), \$4.
 Road expenses and travel allowance, deficit per clerk, \$49.92.
 Clerks borrowing money, 90 per cent.
 Clerks forced to sell war savings stamps or Liberty bonds, 80 per cent.
 Curtailment of education of children (all except three).
 Emergency service not paid for (average per year), \$9.60.
 Salary necessary to live comfortably and save 10 per cent, \$2,444.
 Miscellaneous expenses (average per family), \$54.
 Cost to clerks by arbitrary transfers (average per clerk), \$270.
 Annual average of all cost, per family, \$2,364.

EXHIBIT D.

NASHVILLE, TENN., September 17, 1919

HON. CECIL A. BEASLEY,
Secretary Joint Committee on Postal Salaries,
United States Senate, Washington, D. C.

DEAR SIR: We respectfully request that you submit to the Joint Committee on Postal Salaries the following data relative to our condition. We feel sure an investigation will show that we have been unjustly discriminated against.

We were appointed substitute railway-postal clerks February 28, 1914, received our first promotion July 1, 1919. We had served the following number of days prior to July 1, 1917: C. R. Chilton, 991; E. T. Hewett, 1,089; H. H. Heistand, 996; C. L. Hobson, 1,060.

Then the following bill was passed by Congress: "Hereafter any substitute railway-postal clerk shall, after having performed service equivalent to 313 days, be appointed a railway-postal clerk of grade 1, and in computing such service credit shall be allowed for service performed prior to the approval of this act."

The intention of Congress, when they approved this act, was to give us what we justly deserved on account of having been held on the substitute list for such a long period, but instead of being given credit for the full time we had served prior to the act, we were just given credit for 313 days and designated as unassigned clerks of grade 1, when we should have been given credit for the full time as shown above and made clerks of grade 3.

C. B. Murphy, W. B. Patton, H. E. Allmon, R. R. Rucker, R. J. Miller, and others taken from the same eligible list we were taken from, were appointed regular clerks after having served about a year on the substitute list, and are now clerks of grade 5.

On the other hand, C. O. White, H. C. Langford, Fred Estes, and others entering the service about two years or more later than we had entered, are in the same grade we are in, their time being credited by the same act, or ruling, as ours, but after having served 313 days in accordance with the act given above, they were designated as unassigned clerks of grade 1; then the quarter following their next year they were made clerks of grade 2.

Now, it is our opinion, if this act works in this manner in case of clerks last named, we should be given credit in accordance with the time we served.

H. H. HEISTAND.
 E. T. HEWETT.
 C. R. CHILTON.
 C. L. HOBSON.

Mr. BELL. The next on the list is Mr. H. E. Sims.

STATEMENT OF MR. H. E. SIMS, ATLANTA, GA.

Mr. Sims. Mr. Chairman and gentlemen of the commission, I represent the terminal and transfer clerks. In reality I represent all railway postal clerks, because our interests are identical and inseparable. The terminal and transfer clerk of to-day may be the road clerk of to-morrow and vice versa. This little booklet from which Mr. Hogan has been reading you will find includes terminal and transfer clerks also, and let me say that as we prepared this book,

we gave it quite a good deal of thought and we attempted to be fair to the Post Office Department, as well as to ourselves. We recognize the fact that efficient service must presuppose satisfied men and we have attempted in this not to ask anything that is not fair both to ourselves and to the department.

Senator MOSES. Have you always been a terminal clerk?

Mr. SIMS. No, sir. I have only been in the terminal service about 16 months, and 9 months once prior to this time. The rest of my mail service life has been spent on the road.

Terminals were primarily established for the distribution of parcel post, and their operation soon demonstrated the advisability of taking in other classes of mail, and they eventually reached the point where all classes of mail—circulars, blue-tag, first-class mail, registered and, in some cases, daily papers, are taken into, distributed and dispatched by these terminal R. P. O.'s. Their operation soon demonstrated also that there had been too many of them established; that several of them could be discontinued and that they could do better work by consolidating and locating at important gateways of the country. By so doing we were enabled to dispatch mail to its destination without it having to be handled and rehandled.

Senator MOSES. Would you regard the work in a terminal as more desirable than work in an R. P. O.?

Mr. SIMS. I would not; for the reason that in so many of the terminals the sanitary conditions are so poor, and for the reason that we have to give more time to it than the railway clerks do. Our distribution is identical with that of the road clerks. In order to be an efficient terminal clerk you have to familiarize yourself with the distribution. I noticed this morning that one of the clerks said that post-office clerks were the only men required to make their preparations for examination on their own time. That is a mistake.

We clerks in the terminals have to keep up on distribution, schemes, answer correspondence, and do all the outside work, and yet we are required to give the Government 48 hours per week. The fact is that we give them about 54 a week instead of 48. We sent out an inquiry to the terminal clerks of this division and upon consolidating these reports we found that they put in about 55 minutes a day on scheme study. After they have given 8 hours, they give 55 minutes more, making practically a 9-hour day. The post-office clerks and terminal post-office clerks have no allowance made for this work, and without it they are of no account. You can not do something you do not know how to do.

Senator MOSES. Where were you running before you went into the terminal?

Mr. SIMS. I have run on several lines—Atlanta and Savannah, Savannah and Montgomery, and Cleveland and St. Louis. I have been reorganized off a line or two.

When terminals were first established they were classified according to their importance as A, B, and C. Most of the large terminals were C, and then there was a regulation of the Postmaster General arbitrarily reducing all of them to class A. This immediately had the effect of reducing the clerks' salaries. It didn't reduce their work any; they stayed in the same place and did the same work at a reduction in salary. Or, if they didn't suffer an actual reduction in

salary, they virtually did, because they were stopped from going further. However, I will say that the department did give the clerks an opportunity to transfer to some lines and hold their salary. Many of the clerks, however, could not afford to do that. They owned their own homes in a community and did not have any idea where they would finally be located. The consequence was that most of them took the reduction and stayed where they were. Terminals since that time, effective July 1, 1919, have been reclassified.

Senator MOSES. What became of this law of 1917 when this obtained?

Mr. SIMS. These terminals were reduced prior to this time.

Senator MOSES. In anticipation of this law coming?

Mr. SIMS. I could not say as to that. I do not know what they had in mind.

Senator MOSES. You do not know whether a farseeing Postmaster General took advantage of it?

Mr. SIMS. I would not be able to answer that. I will speak more particularly for the Atlanta terminal, because I am familiar with the conditions that prevail there. This, we maintain, was an injustice, and it demoralized the service to a very great extent, and when they were reduced it immediately carried with it a reduction in salary. Now we have been restored to class B, but we had to bide our time and wait until we get to that. It only works one way. When a line is reduced, it reduces your salary. When it is restored, your salary is restored by gradation.

Senator MOSES. That is very simple; that is what makes a surplus.

Mr. SIMS. Permit me to say I have contributed to that surplus.

Senator MOSES. I hope you feel patriotic about it.

Mr. SIMS. I feel patriotic, but not on that score. We have at present on the Atlanta terminal register 108 clerks; 60 regular clerks—53 men and 7 ladies; 3 unassigned clerks; 13 substitutes—9 men, 4 ladies; and we have 32 uncertified men.

While we are talking on the subject of whether the ladies are effective or not, I would say that we have had them down here ever since they have been in the Railway Mail Service, and my experience and observation has been that they are not as effective as men for the reason that they are not physically strong enough. They can not go on a blue-tag rack and do the heavy lifting that is required. The fact is, we do not want them to; but when it comes to circulars and letter distribution and places where they can be used, they are jamb-up. Nobody has anything on them. I speak from knowledge. I know.

In our organization we have 32 uncertified men, practically 30 per cent. They do not and can not render the service of the railway mail clerk. They haven't the knowledge. I do not mean to reflect on them at all, but they haven't the knowledge, and they work right alongside of our substitutes and clerks and many of them are drawing the same salary.

When a clerk gets through and goes home, he has to get out his little black book or schemes and prepare for the next examination. If they do not, minus points will put them out of the service. The uncertified men do not have to do this. After he gets done he goes home, and the rest of his time is his own.

Mr. STEENERSON. Would you mind giving us a definition of an unassigned railway mail clerk.

Mr. SIMS. I asked an official one time the difference between an unassigned clerk and a substitute and his answer to me was, "just a shade." An unassigned clerk is a substitute, but he may, in some instances, draw more pay than a substitute. If I were to-day put on the unassigned list, I would get paid for what time the department gave me work, but at my present rate of pay.

Mr. STEENERSON. What is an acting clerk?

Mr. SIMS. Suppose I find it necessary to lay off for 30 or 60 days, some substitute is appointed in my place and designated an acting clerk.

Mr. STEENERSON. Does he draw the same pay?

Mr. SIMS. As the substitutes.

Mr. BELL. He doesn't draw the clerk's pay?

Mr. SIMS. No, sir.

Mr. STEENERSON. Why isn't he a substitute?

Mr. SIMS. He is a substitute.

Mr. STEENERSON. Why do they call him an "acting clerk"?

Mr. SIMS. The office calls him that; I don't know why.

Senator MOSES. Just to round out our knowledge of the terminology of the Railway Mail Service, what is an "acting clerk in charge"?

Mr. SIMS. That is the designation of the one who serves while the clerk in charge is off. The man who is designated to act as clerk in charge of the Atlanta terminal to-day while I am up here is the acting clerk in charge.

Senator MOSES. The acting clerk in charge, under the law, should receive \$100 more salary than the man next to him, I believe.

Mr. SIMS. Under the law I think he draws two hundred more.

Senator MOSES. Under the law he must have a hundred.

Mr. SIMS. He don't get it always.

Senator MOSES. The acting clerk in charge doesn't get it?

Mr. SIMS. He doesn't get it at all; he draws his grade.

Senator MOSES. But he does all the work of a clerk in charge, doesn't he?

Mr. SIMS. Yes, sir. Let me call your attention to the fact that out of all the clerks in the Atlanta terminal—the uncertified men draw their maximum—out of 60 regular clerks there are 2 who draw the maximum pay, and they are 2 men reduced from the road or they would not be getting it.

Senator MOSES. The difference then between the acting clerk in charge and the clerk in charge is that the acting clerk in charge has a longer title and a shorter salary. Is that it?

Mr. SIMS. Yes, sir. In fact, it is an empty honor. I was transferred into the Atlanta terminal on September 20, 1918, by the Post Office Department and not at my own request, and to-day I draw not one more cent in salary than if I had stayed on the Atlanta & Savannah run as a distributor. It cost me \$300 to move up here.

Mr. STEENERSON. The railway mail clerk in charge has additional duties to the clerk under him?

Mr. SIMS. Yes, sir.

Mr. STEENERSON. He has to make reports?

Mr. SIMS. Yes, sir.

Mr. STEENERSON. And besides that he does the general work of the men under him?

Mr. SIMS. He has general supervision of the entire work, makes reports, is held responsible for the carrying out of the orders of his

supervisors; he must see that all mail is correctly worked and dispatched. In fact, he has direct supervision of the work.

Mr. STEENERSON. When the clerk in charge has one man under him only, he is still clerk in charge?

Mr. SIMS. Yes, sir.

Mr. STEENERSON. And if he has 10 men under him, he is still clerk in charge?

Mr. SIMS. Yes, sir.

Mr. STEENERSON. And of course the more men he has under him the more clerical work he has, in making reports, etc.?

Mr. SIMS. Yes, sir; to some extent. It doesn't affect that so much as it does his supervisory work. When he has a large number of men under him it lessens the amount of distribution he has to perform. There are many clerks in charge who perform no distribution, and many times, with two or three under him, he has as much distribution to perform as the men under him, besides having to make the reports. We find that it is very hard to keep the efficiency of a terminal up to anything like the proper standard, for the reason that the conditions are so unsatisfactory and resignations are so frequent that we must be constantly breaking in new men. I reported here on the 20th of September, 1918, and I am next to the oldest man in point of service on my crew. Out of 70 men who were there at that time, only 28 now remain. Many of them have transferred to the road; many of them have resigned, and most of these resignations are due to the fact that the terminal sanitary conditions are not satisfactory. The same class of work on the road pays much more—it paid more still prior to July 1, and the ruling is that when a man comes into a terminal he must stay there a year. I doubt if I have ever had one a year that did not have an application for transfer.

Senator MOSES. The sanitary conditions are worse in the terminal than in the cars?

Mr. SIMS. That doesn't apply to all terminals, but as a general rule I believe it does. It does in the case of this terminal here. These uncertified men come and go. If we get hold of one who is not satisfactory, it is an easy matter to dispose of him and get another one. Experience has demonstrated the feasibility and practicability of terminals. At large junctions where many R. P. O.'s terminate they are a necessity. One of the things we do that makes them of value is that we take up "stuck" mail on delayed trains; take it in the terminal and dispatch it with the minimum delay, whereas if the terminals were not there they would have to wait until the next train or be carried to the post office and that work thrown on the post office with the attendant expense of cartage to and from the post office.

Mr. STEENERSON. Has there been a decrease or an increase in the amount of "stuck" mail?

Mr. SIMS. That depends on the season of the year. We have very little "stuck" mail in the summer and plenty of it in the winter. We have it all the time now.

Senator MOSES. What do you mean by "stuck" mail?

Mr. STEENERSON. Mail not distributed en route?

Mr. SIMS. It means that R. P. O.'s come in here that receive an unusual amount of mail without a sufficient force—or whatever the reason may be—and when that occurs we take it in the terminal and distribute it and dispatch it.

Mr. STEENERSON. If you had more clerks on the line you would have less of this "stuck" mail.

Mr. SIMS. That is an evident fact.

Mr. BELL. Is there much delay caused by this "stuck" mail, as you term it?

Mr. SIMS. Well, most every time an R. P. O. line becomes stuck it is bound to result in a delay to the mail.

Mr. BELL. About how much on an average?

Mr. SIMS. That varies, of course; it varies as to how close a connection it is. A line may come in "stuck," and if you have five or six hours it may not suffer any delay. If there is only an hour, it is possibly delayed until the next connection. I would say that a fair answer to that question would be that ordinarily it is delayed one connection.

Mr. STEENERSON. On "stuck" mail?

Mr. SIMS. Yes, sir.

Mr. STEENERSON. Is that sometimes 24 hours?

Mr. SIMS. No, sir. There is no line out of here that is 24 hours between dispatches of mails.

Mr. STEENERSON. What would be the average time between dispatches?

Mr. SIMS. From 6 to 12 hours.

I want to call your attention to a vast amount of work that was thrown on the railway post office, and a greater amount of this at the terminals, incident to the establishment of camps through the southland and the American Expeditionary Forces. That has, of course, gone by, and has nothing to do with it. I just mention that to show you that the Railway Mail Service is equal to all those things. We took hold of it and handled it, and I call your attention to that to show we are ready for whatever may come.

In addition to handling this "stuck" mail, we relieve the railway post offices of a large amount of mail from the Washington, D. C., post office, bulletin mail from the Agricultural Department, pension checks from the Treasury Department, and other mail from the Treasury Department that suffers no delay. It is perfectly legitimate that it should come to the terminals, because the checks are dated ahead, and the mail is pouched to us over an R. P. O. line usually, and a letter accompanies it from the postmaster at Washington, D. C., showing the dispatch of so many pouches of Florida or Georgia pension checks, as the case may be, and that is only to be released on a certain day in the future. We take that mail and work it up and release it on the date set. The fact is that a terminal railway post office is nothing in the world but a stationary railway post office. We do everything that any other railway post office does except, receive, and dispatch mail at local offices.

Now, I desire to call your attention for a moment or two to the transfer clerks. At large junction points railway postal clerks are detailed and designated as transfer clerks, and the importance of their work can not be over stated. The fact that some years ago the transfer service was curtailed has resulted in more missent mail, in my judgment, than any other thing that has happened to the mail service. The importance of their duties is great. The reports they are required to make are intricate and upon their accuracy much depends. If they are not accurate, they are not worth anything at all.

On a heavy line coming in here, like the Charlotte & Atlanta, Nashville & Atlanta, with close connection, or with a missed connection, if a transfer clerk is not there to see that these transfers are made and the mail gotten out on close connections, the work the men on the road have done is virtually nullified. It must lay over until the next connection. He must keep a record of daily papers—where they come from. Any delay must be noted. He must keep the time of arrival, so that if connections are missed we will know who is responsible, and these records are of value in determining whether mail that has been lost has been stolen, and at many points he must perform all the duties of a railway postal clerk. He must be a round-table man, a distributor, must know how to handle registers, make up pouches, he visits the letter boxes placed for the convenience of the public, takes the mail from them, cancels it, works it, and dispatches it.

Mr. STEENERSON. Right there, Mr. Sims. Where the regular space requisitioned by the department is not sufficient to take care of the mail, what duties does that impose upon the transfer clerk?

Mr. SIMS. That is one of the most important duties a transfer clerk has to attend to. Upon his judgment depends the amount of money the Government pays for the dispatch of mails. If the regularly authorized space will not provide for it, the transfer clerk must see that this is loaded and make the necessary requisition for the needed extra space.

Mr. STEENERSON. He requisitions the space?

Mr. SIMS. Yes, sir.

Mr. STEENERSON. For extra mail that can not be accommodated?

Mr. SIMS. Yes, sir; that is a daily occurrence.

Mr. STEENERSON. And that, I suppose, determines the amount of compensation the railways receive from the Government?

Mr. SIMS. Yes, sir. One of the most important duties a transfer clerk has to perform is this looking after the space system. If I could have only two good men in my department, one of them would be a transfer clerk. But, if he don't know what he is doing, he is not worth very much to me. He must be familiar with the schedules—if a connection is missed he must know how to dispatch that mail. If he don't, he is not able to perform his duties as they should be performed. Further than that, he must watch and keep down depredations. If more transfer clerks were stationed over the country we would have less damaged and stolen mails.

Senator MOSES. Do you join in this recommendation for a single classification in the Railway Mail Service?

Mr. SIMS. Yes, sir.

Mr. BELL. In the railway post offices?

Mr. SIMS. Yes, sir. A transfer clerk is nothing but a railway postal clerk. We are subject to call. The fact is, very frequently when clerks fail to show up for their assignment, they take a clerk out of the terminal and send him out on that run. He must be familiar with the postal laws and regulations, must know how to handle registers, receipt for and keep the receipts therefor; he must be conversant with all the things a man on the road must know. Otherwise he wouldn't be available for these things. In our judgment, the single classification is the solution of our troubles. A railway postal clerk, be he stationed where he may, must be familiar

with the duties. If he is taken off one assignment and put on another, it takes him a little while to get up on it. While the smaller runs may not seem so important as the longer, heavier runs, there are fifteen or twenty clerks on the one and one or two on the other. All mail eventually becomes local, and were it not for the local service the public would get no benefit. Gentlemen, I thank you.

Mr. BELL. We are very much obliged to you.

Briefs were submitted by T. J. Bowen, Birmingham, Ala., and F. L. Minor, Macon, Ga., as follows:

BRIEF SUBMITTED BY MR. T. J. BOWEN, BIRMINGHAM, ALA.

The undersigned clerks are men who entered the service in 1913, 1914, and 1915, and served continuously until they were made regular clerks of grade 1, unassigned, by an act effective July 1, 1917, after which they continued to do substitute duty and receive substitute pay under the designation "Railway postal clerks, grade 1" until they were finally assigned to lines or terminals regularly. Some of these men did substitute duty for five years, none of them less than three, and most of them four.

APPOINTMENT OF SUBSTITUTE RAILWAY POSTAL CLERKS AS AUXILIARY CLERKS, GRADE 1.

OFFICE OF SECOND ASSISTANT POSTMASTER GENERAL.

Washington, June 25, 1917.

Circular Letter No. 199.

To all Superintendents Railway Mail Service:

Referring to that part of the appropriation act approved March 3, 1917, which provides "That hereafter any substitute railway postal clerks shall, after having performed service equivalent to three hundred and thirteen days, be appointed railway postal clerk, grade 1, and in computing such service credit shall be allowed for service performed prior to the approval of this act," your attention is invited to the following instructions, which should be strictly observed:

All appointments will be made so as to show the clerk without regular assignment and with pay at the rate of \$900 per annum for services actually performed. The pay office shall be the office at the chief clerk's headquarters under whose supervision the substitute is performing service.

Statement showing the number of days' substitute service performed should be included in each case. Credit for service performed as a weigher should be included.

For instructions regarding the appointment of those in the military service, see circular letter No. 154.

Those substitutes whose records are unsatisfactory, but not such as to warrant removal, should be recommended for appointment. Careful consideration should be given their cases, however, and recommendation promptly submitted if at any future time the clerk's record is such as to bring up the question of disciplinary action.

When substitutes have resigned and are afterwards reinstated, credit may be given for former service, but in each case the substitute will lose his original standing on the substitute list and will be placed at the foot of the list or considered the junior of all clerks who are regularly appointed.

The usual report should be furnished at the proper time on Forms 5051 and 5054, with recommendation for or against permanent appointment.

Clerks will be eligible for promotion to and including \$1,200 per annum, subject to the usual rules governing promotions.

Jacket recommendations for the appointment of all clerks who have completed 313 days' service should be submitted so as to reach the department as early as possible. A sample jacket will be furnished each division as a guide and the same should be followed without variation as to form.

Where these clerks are now being employed as substitute and acting clerks, certificates should be issued terminating their service as such with the close of June 30.

OTTO PRAEGER,

Second Assistant Postmaster General.

The clipping above was taken from a fourth divisional general order. It gives the department's construction of the law which raised these men from substitutes to clerks of grade 1. The promotion was nominal only, no material benefit resulting therefrom.

We call your attention to the wording of this extract, particularly to the promise that credit should be given to substitutes for time served prior to the passage of this

act. The law provides that after 313 days of service, a substitute is automatically promoted to a clerk of grade 1. At the time of the passage of this act, some of the signitaries had served a thousand days, hence they figured quite logically that they had approximately two years over the stipulated 313 days, for which credit would be given.

No further word has ever been passed down from the department concerning this.

Until the 1st day of the past July these men who have given four and five years of service and are in every detail experienced distributors, received the same per diem as the rawest recruit of the service. The inexperienced substitute who could do nothing save set up papers and lift sacks received as much for his days' labor as did one of these men exercising a thorough knowledge of distribution.

A clerk appointed regular from the substitute list a few months after the majority of these men entered as substitutes, say January 1, 1914, would now be a clerk of grade 4. This does not include the period during which automatic promotions have suspended in lieu of the wage raises given to meet war-time emergencies.

Such a clerk transferring to a line to which one of these men is assigned can, under the present ruling, claim grade seniority and force the clerk of lower grade out of a desirable assignment regardless of his age on the line; could even force him to change his residence, incurring inconvenience and expense.

This data is respectfully submitted to the committee with the request that it investigate these men as a separate body if possible.

All clerks in the service that come under this classification should be considered clerks of grade one 313 days after they began service and for the elapse of each fiscal year thereafter, should be credited with the automatic promotion provided by law and the progression followed until their grades are attained, and their salaries adjusted accordingly.

This they hold to be a matter of common justice. The knowledge that they have not been treated fairly in the matter mentioned and their faith in the judgment of the committee have prompted them to lay this petition before the gentlemen of the committee through their representative Mr. T. J. Bowen.

J. T. Matthews, grade 2, certified May, 1914; J. S. Cruz, grade 2, certified May, 1914; W. R. Ray, grade 2, certified February, 1914; A. S. Davis, grade 2, certified February, 1914; Walter C. Bailey, grade 2, certified February, 1914; Louis D. Wallis, grade 2, certified February, 1914; F. P. Johnson, grade 2, certified February, 1914; J. G. Harris, grade 2, certified February, 1914; P. Witt, grade 2, certified February, 1914; A. E. Igon, grade 2, certified February, 1914; P. W. Stephens, grade 2, certified February, 1914; A. A. Schmidt, grade 2, certified February, 1914.

The signatures herewith affixed represent all the clerks of this grade for the State of Alabama.

STATEMENT SUBMITTED BY MR. F. L. MINOR, MACON, GA.

At the request and on the behalf of a number of class A railway postal clerks, on one-man runs, I respectfully submit to your body the following catechism:

The class A men have been the greatest sufferers from the high cost of living, because they have been paid less, and required to spend a greater amount of their pay going and coming from work and for expenses on the road.

We respectfully ask that you do justice to class A clerks before any raises are granted in other classes.

Q. What is the difference in the pay of class C clerks and class A clerks?—A. The clerk in charge of class C is paid \$600, per annum more than class A. Second and third clerks—class C—paid \$400 per annum more. In addition they receive a larger per diem allowance.

Q. How much more have these clerks received in the last five years than class A clerks?—A. \$3,000 for clerks in charge, class C; \$2,000 for second and third class. In addition to per diem allowance.

Q. What is the difference in the pay of class B and class A clerks?—A. Clerks in charge, class B, receive \$200 per annum more than class A, in addition to a larger per diem allowance, which, in five years amounts to \$1,000.

Q. Do clerks of each class perform the same service?—A. No; clerks in class A are expected to work one hour longer per day than class C, and one-half hour longer than class B clerks.

Q. Why does Congress make a difference in the pay and class of the men?—A. Presumably to equalize the work.

Q. Well, then, if Congress equalizes the work by paying less to class A men, why does the Postmaster General require longer hours of class A men?—A. This is one of the questions we can't answer. We are willing to work longer hours for the same pay, but we don't feel that we should work longer hours for less pay.

Q. How much time do clerks of class C and B have off?—A. Usually two days on and two days off, or four days on and four days off.

Q. How much time does class A have off?—A. Some of the class A men are on the road every day in the year. Many are on the road every day but Sunday.

Q. Give some extreme cases in class C and A runs.—A. Hamilton and Atlanta clerks on trains 11 and 12 work two nights on and three nights off, or about 27 hours per week. The clerk on Macon and Vidalia runs four weeks on and one off, and is on the road 17 hours per day except Sunday and is required to report at terminal Sunday morning and work his mail out for the line.

Q. Are the clerks on class C and B line busy all the trip in each direction?—A. Most lines are heavy in one direction only, and light in the other.

Q. Are class C and B men allowed to sleep on duty?—A. Yes, when the work is completed, all except one are allowed to sleep. Postal Laws and Regulations, sec. 1575. And on many lines they sleep several hours.

Q. Is this counted in as time work?—A. Yes.

Q. Are class A men allowed to sleep on duty?—A. No.

Q. How many trips reports do class C and B men have to make?—A. The clerk in charge makes from 24 to 30 per month, including duplicate. Second and third clerks do not have this to do.

Q. How many trip reports do class A men have to make?—A. From 36 to 100.

Q. What is the difference between trip reports of class C and B and class A men?—A. There is more on trip report of class C and B, but there are many more to be made by class A men.

Q. Do class C and B men have to maintain storage for register reports, books, trip reports, etc?—A. Only one man of the crew has this to do.

Q. Do class A men have to maintain storage space?—A. Yes.

Q. How is the work divided on class C and B runs?—A. Some work letters, some papers; one man handles registers.

Q. What is the difference in class C and B work and class A work?—A. Class A takes in and delivers, works letters, and papers, handles all registers, makes all reports, checks all pouches, must answer all calls of the public. The work is divided on class C and B runs.

Q. What other advantage, have class C and B clerks?—A. The advantage of companionship and of asking each other questions in regard to dispatch and work, but the class A men must refer to their books on every question in doubt.

Q. How does class A men's pay compare with railroad men's pay?—A. Class A men are paid much less than the lowest paid railroad employees, the difference existing of \$16 to \$100 per month in flagmen and bagagemen's pay and from \$100 to \$300 in engineer's and conductor's.

Q. How is overtime by clerks on road paid or divided?—A. If a train is 10 hours late, the 10 hours is divided by all the trains run on the road for a year; thus there is in the run from Athens to Macon, 1,460 passenger trains per annum. This divided by 10 hours gives less than one-half minute per day. The clerk making overtime gets no credit, which is unfair.

Q. Are railroad employees paid or allowed overtime in this way?—A. No. Each man is paid for the overtime he makes, which is fair.

Q. What other advantage have railroad employees over railroad postal clerks?—A. In this section, the South, they are paid continuous overtime. That is, after leaving on a run and not having eight hours rest before returning, they are paid full time for lay-off at the other terminal.

Q. Do postal clerks have this advantage?—A. No. On Athens and Union Point run the clerk has only about 40 minutes at Union Point. Part of this time is taken out, not counted, although clerk states he has not been out of the car in 10 months.

Q. What opportunity do clerks in class C and B have for other business?—They have one-half to three-fifths time off. Many of them run stores, farms, or educate themselves for some profession, but many class A clerks do not have time to work their gardens.

Q. What would be fair for each class of clerks?—A. Pay all clerks the same except clerks in charge, who should have \$100 to \$200 more than other clerks. The per diem allowance should be paid as at present.

Q. How can the money be raised or saved to pay these increased salaries?—A. By taking up the slack on class C and B lines and paying overtime.

Q. Please explain.—A. Some lines have five crews, caused by four crews not being able to make the run with an average of eight hours per day. Thus you pay an extra crew from \$4,000 to \$10,000, when you could pay a substitute \$150 to make up the excess time or pay the clerk overtime.

Q. What other advantages have clerks in class C and B over class A clerks?—A. Class A clerks spend greater time in going and coming from work on account of making more days, spend more for street car fare, and receive less per diem.

RURAL DELIVERY CARRIERS.

Mr. BELL. The next class of employees to be heard will be the rural carriers. Mr. Charles F. Harris will be heard first.

STATEMENT OF MR. CHARLES F. HARRIS, THOMASTON, GA., REPRESENTING THE MOTOR-ROUTE CARRIERS.

Mr. HARRIS. Owing to the extremely short time which I have to appear before you, I wish to ask you to interrupt me at any time to be quizzed, and I will answer to the best of my knowledge, even if it is only to say that I do not know.

To-day there has been handed to me by Mr. Merritt, of Alabama, this:

I, Julius Merritt, representative of the State of Alabama, am authorized by the motor-route carriers of Alabama to empower C. F. Harris, of Georgia, to represent them.

Gentlemen, I know from what you have already gathered that you are convinced of the fact that the standard route carrier is not overpaid, hence I base my argument on a comparison basis. A standard route is 24 miles. The carrier is paid for this 24 miles and gets a mileage for anything above 24. A motor route is presumably two standard routes, with a compensation of salary and a half for the two. As a matter of fact, a motor route is anything that the Post Office Department has seen fit to make it, and they have not been bashful a bit. From 55 to 60 miles form a large percentage of the motor routes.

Now, in the case of a 60-mile route, it means, provided we had received the same compensation that a single route carrier had received for his first 24 miles, we are carrying 36 miles for one-half the compensation that a single route carrier gets for carrying 24 miles.

Mr. BELL. That is, if a route is 60 miles?

Mr. HARRIS. Provided a route is 60 miles, and lesser routes in proportion. For a route of 60 miles, we would get for the 36 miles above the 24 just one-half what the single-route carrier would get for the 24 miles. It stands to reason that that is performed at an actual and great loss. We can not possibly perform that service and come out even. It means then that we perform our duties of more than twice the work that a single-route carrier does for actually less pay than he receives, for the self-evident fact that our salary is our monthly check—less our monthly maintenance expense. My own salary, under these conditions, for the last fiscal year was \$45 a month. We understand that the department is opposed to any maintenance allowance. Their reason for that is that the salary as we now receive it appears attractive to any man who has not tried it. He just simply won't believe it—wont believe the facts. The expense incurred, the maintenance, is not merely driving a car the number of miles that constitute the route—the necessary stops in the

delivery of the mail will increase the expense of the car, on a very conservative estimate, 25 per cent. You can not possibly employ a car dealer to furnish a car and chauffeur for the mileage we have to travel and over the routes we have to contend with for our whole salary, to say nothing of the efficiency required of us. It is self-evident that the service, under conditions such as these, can not stand. I have a resolution here, gentlemen, prepared by the motor-route carriers at their convention held on Thanksgiving Day, as follows:

We, the Georgia motor-route carriers, do vigorously protest the conception of our relation to the United States Post Office Department as in any way a contract service.

Inasmuch as we have no voice in determining the duties assigned to us, or the compensation for the performance thereof, these matters being determined by legislation.

These conditions are the same as pertain to R. F. D. service on single routes.

We respectfully submit the following as the only fair and practical basis from which to determine justice toward us; and in the interest of efficiency beg to advise that this and this only, is the measure of satisfaction among us, without which the maximum of efficiency can not be expected; and since it is also the measure that is necessary in order to enable us to provide a living for ourselves and our families, we sincerely urge that it be given the earnest consideration of those who are responsible for justice to us.

Whereas the motor route was established on a basis of two standard single routes, with compensation of one and one-half times the salary of a single route; and whereas a standard single route is 24 miles, and basic salary therefor is \$100 per month, we contend that the standard length of a motor route should be 48 instead of 50 miles, which is now called standard length of motor route, for which basic salary of \$150 per month is paid.

Whereas legislation has granted to single-route carriers since July 1, 1918, \$2 per mile monthly, for mileage in excess of 24 miles, we contend that the rights of motor-route carriers were not therein considered, and that we should in justice receive \$2 per mile, in excess of 48 miles, for service rendered thereon since July 1, 1918; in consideration of the fact that aforesaid discrimination against motor-route carriers was very unjust, and indisputable evidence that small regard was given to their deplorable condition.

We contend that the economy realized by the reduction of \$50 from basic salary for 48 miles of service is all the discrimination between single and motor routes, that efficiency of service and equitable compensation can justly and reasonably endure. Therefore we contend that we should receive in future the same per cent of increase over basic salary of \$150 per month that single-route carriers may receive over basic salary of \$100 per month; and in all future legislation we contend that we should receive the same payment, per mile of service over 48 miles, that may hereafter be received by single-route carriers, per mile of service, over 24 miles.

Whereas the cost of maintenance for motor-route service is just as great, in proportion to its length, as it is for single-route service, in proportion to its length; we contend that we should be granted a maintenance allowance in proportion to our miles of service as the single-route carrier may receive in proportion to his miles of service, or if an allowance be granted on any other than a mileage basis, we contend that we are justly entitled to twice the amount that the single-route carrier may receive.

We further contend that we should receive any other benefits, not herein mentioned, 150 per cent, as compared with whatever the single-route carrier may receive, and that we share equally with them in all privileges and immunities that they may hereafter enjoy.

Indorsed by Georgia Motor-Route Carriers November 27, 1919, at Cordele, Ga.

P. S.—We urge a court of appeals. We approve a just retirement law.

Mr. BELL. Do you know how many motor-route carriers there are in the State?

Mr. HARRIS. About 86. There have been a few resignations and some few changes since the 1st of July. Mr. Jones, the postmaster here, sent me a list at that time, and I think his list was 86.

Mr. BELL. The route upon which you operate, was that two standard routes made into one?

Mr. HARRIS. It was three. It was two standard routes and a loop route, and that loop route is my bone of contention. I wish I had time to go into that in detail.

Mr. BELL. What is your total compensation?

Mr. HARRIS. \$204.66½ a month.

Mr. BELL. That includes the emergency increase?

Mr. HARRIS. That is everything. Out of that it cost me last year—we did not receive that until the last appropriation—last year, out of my salary of \$187.50, my maintenance was \$135, allowing 25 for depreciation.

Mr. BELL. Twenty-five per cent?

Mr. HARRIS. \$25 per month. That is what the motor carriers, as a rule, estimate their car depreciation. My car has been used over 18 months now, and since July it has been old and constantly in the shop, and it has cost me \$135 without allowance for depreciation since July 1, and it is just simply ruined. Since I can not go over it all, I want to give you my expense statement. Here I have matters representing the various carriers, and I deem it my duty to get that before you if possible. These are different views. These are letters I have received from the various carriers, and I have extracts that give their views on the subject.

Mr. BELL. Mr. Harris, will you just file those with the commission? I suggest that on account of the limited time.

Mr. HARRIS. There is one exception I would like to call to your special attention, and that is in the case of some carriers whose routes are over 50 miles and who are not even now receiving the salary they are supposed to receive by reason of the recent legislation. There is one whose route is, I think, 52 miles, who is receiving \$177.50 when we receive \$187.50, \$10 less, and they have made every possible investigation and endeavor to have that rectified, without success. The other route is over 55 miles, and he gets exactly the same salary, \$10 less than the others receive, and no investigation seems to throw any light on it. They have investigated through the Post Office Department and individual Senators in Washington, I think. Even you yourself received a letter from Mr. L. C. Kicklighter.

Mr. BELL. Yes; I remember that.

Mr. HARRIS. Those are two cases I know of. I think there are probably others in the same class. That condition certainly is unfair, and, if I may venture an opinion, it is due to the fact that there is an entirely unjust interpretation placed upon our work. We never have conceived of our work as a contract service, and why it should be so construed I do not know, and yet I am led to believe that that is so. It seems to me that is an unfair leverage that is used against us.

Concerning my own affairs, I will just give you this little statement. My total indebtedness at the present time is something over \$1,000, for which I have absolutely nothing to show, allowing full value for my car to be deducted. It leaves me over a thousand dollars in debt and nothing to show for it; and, furthermore, it matters not what a man's intentions are, his credit is limited unless he has something to show for it. I have about reached the boundary line, and I am not the only one. There are numbers of them who are simply waiting on you, gentlemen, and if your recommendations are not liberal and if they are not backed by our Representatives in Washington, you may look for resignations, not simply because we want to, but because we will be forced to.

Gentlemen, I thank you.

(Mr. Harris's briefs and papers referred to are on file with the commission.)

STATEMENT OF MR. C. H. HOWARD, ST. PAULS, N. C.

Mr. HOWARD. I represent the rural carriers of North Carolina. They have asked me to come down here and put their case before you. I feel like I represent the baby of the department. The Rural Delivery Service is the baby of the Postal Service, and while the baby is always made the pet of the family, in this case it is not so.

Everyone I have listened to has made a good plea, but I think we have a better one than any of them. We live in the smaller towns and we started with a small salary, in the belief that better times were coming around again, and that when corn and hay and oats would get to 30 cents times would be good for the rural carrier. It failed to do so. It kept going up step by step. It is true Congress gave us a little more, but our expenses have gone so far beyond what we get that, while we are grateful for it, we can not live on it. We have come before you, gentlemen, with our case, and we deem it an honor to present our case to you in person, and when they appointed me to come down here I began to think about what I should do.

I sat down and wrote to over 100 carriers in the State and asked them to send an itemized account exactly dollar for dollar, and they can make an affidavit to them if necessary, and the average account came to \$56.93 a month for upkeep. That was when we were getting a salary of \$1,500, before the raise came, and the way we figured that was ~~six~~ hundred from fifteen hundred left nine—eight hundred and some dollars for the family and all other expenses; house rent was not included in that. That was something over \$50 a month for upkeep to carry a short route. Some of them went as low as 44 and some as high as 80 in different parts of the State, but when they were footed up they made \$56.93 average all over the State. All we want is justice; that is all we want. Just a living wage, something we can get along on. It is true that we can not lay aside anything for a rainy day on what we are getting. I have a family of nine, seven girls, and that leaves my wife and myself to work for the seven girls. You know girls naturally take more than boys. There is no one there to help. The oldest one is prepared to go to college, but I am not able to send her. It takes all my time on the mail, and how can I send a girl off to college on my present wage? I can not do it; it is impossible. There is only one possible chance, and that is to let her go out and work her way through. That is embarrassing to a father and to a man. If we were given a living wage, say \$1,500, with a gradation of 10 per cent for five years, and then a maintenance of as much as would be reasonable, actual cost and expenses of upkeep, we could get on and I think you wouldn't hear another murmur. In my experience the best servant I have ever had is a pleased servant. I thank you, gentlemen.

Mr. BELL. We thank you, Mr. Howard. The next on the list is Mr. Gray Meeks, of Nicholls, Ga.

STATEMENT OF MR. GRAY MEEKS, NICHOLLS, GA.

Mr. MEEKS. I have some figures to submit here that reflect conditions as they exist in the southern part of the State. I think it would be unfair, in view of the fact that Mr. W. A. Keown, of Rome, Ga., intended to submit a brief that will cover the State more thor-

oughly than mine to ask that this apply to all sections of the State. It may be that the expenses we have to meet for the upkeep of our equipment would not be the same. It may be less, and I am led to believe it would be less, than in the hilly sections in the central and northern parts of the State.

I have heard from about 22 or 23 carriers in my part of the State. They have given the depreciation on their equipment and the equipment expense, and together I figured up the cost per mile on the amount invested in their equipments, which is about as follows: Depreciation, 33 per cent; equipment expense, \$745; cost per mile traveled, 9 cents; amount invested in equipment, \$619.

You can see from that, gentlemen, that the depreciation is very great on the amount invested in equipment, and the annual equipment expense is about \$745, or in the neighborhood of \$62 per month out of the man's gross salary.

The only thing that I feel called upon to ask at this time is that rural carriers be given the same status as city carriers, with an additional allowance sufficient to cover the cost and maintenance of an equipment which meets the requirements of the department—amount allowed on each route to be determined by the department, with assistance of postmasters and post office inspectors, and rural carrier concerned.

The examination required of a rural carrier is exactly the same as a city carrier; his physical qualifications, his moral qualifications must be the same. When a city carrier draws his check at the end of the month it goes for the relief and benefit of his family and himself. In the case of the rural carrier that is not true—\$62.50 goes to meet the expenses of his equipment, and that is just as though his pay was planked down to him and cut in half, so far as the equipment expense goes toward relieving his family.

I ask that we be allowed a reasonable amount, at least, to meet that cost and that we placed on the same status as the city letter carrier. That is the only statement I care to make, except to file this brief.

Mr. BELL. The rural letter carriers have a State organization?

Mr. MEEKS. Yes, sir.

Mr. BELL. Do you belong to that organization?

Mr. MEEKS. Yes, sir.

Mr. BELL. Are they in any way affiliated with the American Federation of Labor?

Mr. MEEKS. No, sir; I am pleased to say, they are not.

Mr. Meeks submitted the following brief:

BRIEF SUBMITTED BY MR. GRAY MEEKS, NICHOLLS, GA.

Being authorized by the rural letter carriers of the eleventh congressional district to present their case to this commission, I respectfully submit the following as a basis for the adjustment of the pay of rural letter carriers. It has already been approved by them and if enacted into law, would, I believe, prove acceptable to the carriers of the country as a whole.

Fifty dollars per year per mile is urged as a fair basis of pay, applicable to daily horse-drawn routes of all lengths. Mileage in excess of the standard should be paid for at the same rate as that of the standard. The last 6 miles of a 30-mile route is more tiring both to the carrier and his horse than the first 12 miles of a standard route.

An additional allowance should be made sufficient to cover the cost of an equipment and its upkeep. The mileage basis I would consider the most satisfactory. Under

present conditions to provide an equipment which meets the requirements of the department would cost 9 cents for each mile traveled in the delivery of rural mail. See table attached. Under the present arrangement carriers are forced to spend almost 50 per cent of their salary to provide a suitable conveyance, thereby reducing their net salary to the level or below the level of the unskilled laborers of the country. Without an equipment allowance it is unjust to impose on them extra or additional work, such as carrying pouches to village post offices or substations, or the carrying of packages or relay mail for city carriers. This is star route and city letter carriers' duty, and as such should be recognized and properly compensated for if imposed on rural carriers. It imposes an additional burden on them and their horses. It also requires additional space and consequently extra equipment expense without carrying with it any increase in compensation.

Rural routes should where possible be limited to 24 miles. Where unavoidable they should be paid for on the mileage basis proposed above.

Thirty dollars per year per mile is recommended as a minimum, applicable to daily motor routes of all lengths with an allowance sufficient to cover the cost of an equipment and its maintenance.

A living pension should be granted superannuated postal employees. Government insurance for rural letter carriers strictly on a self-sustaining basis would prove beneficial both to the Government and employees. Very few carriers are able to carry insurance for the protection of their families. Prevailing high prices and inadequate salaries make it practically impossible to lay by anything for the future, and no employee can possibly render the most efficient service under these conditions. It is therefore recommended that rural letter carriers be admitted for insurance under the Bureau of War Risk Insurance.

A civil-service court of appeals should be established to which rural letter carriers may appeal their grievances. Competent employees are often practically forced out of the service by supervisory officials for no other reason than a personal dislike.

Present restrictions on the creation of daily routes should be removed in the interest of the rural public. All rural routes are now created as thrice-a-week routes and in order to get daily service inaugurated must count 150 pieces of mail per mile per month, whereas only 75 are required to sustain those having daily service. In the case of a route so created patrons are naturally dissatisfied with the service granted and will either come, or send to the office for their mail and to deposit outgoing mail. Such mail thus deposited from the route and delivered to patrons of the route by the postmaster is not credited to the route on its monthly count, and in this way strong routes are continued from year to year on thrice-a-week service, in the interest of economy, while the patrons carry their own mail to and from the post office.

Present restrictions on reinstatements, in cases where carriers are separated from the service by no fault of their own, should be removed. It requires no small sum of money to properly equip a rural letter carrier for the proper performance of his duty, and often such equipment is fit for nothing else. Where a rural carrier is dropped from the service on account of combined or discontinued route he should be listed for reinstatement without regard for the present law denying him the right after a lapse of 12 months after his separation from the service. Oldest men in point of service should receive first consideration in filling of vacancies. Such legislation would relieve a certain amount of unrest among employees which the present system breeds and would increase the efficiency of the service.

Thirty days annual leave, without pay, in addition to the present 15 days with pay, should be granted. This privilege would not be abused by rural carriers.

Christmas day should be made a legal holiday. Rural letter carriers' substitutes should be appointed on competitive examination the same as city letter carriers, and vacancies existing in the Rural Delivery Service filled from the ranks of qualified substitutes.

Data submitted by three motor route carriers of the eleventh congressional district.

Mileage.	Depreciation.	Annual equip- ment expend- itures.	Cost per mile.	Amount invested.
	<i>Per cent.</i>			
35.....	50	\$1,600.00	\$0.05	\$900.00
55.....	75	2,000.00	.12	610.00
56.....	25	1,424.00	.08	780.00
Average, 56.....	50	1,674.00	.08	763.00

Data taken from reports submitted by 21 rural letter carriers of the eleventh congressional district.

Mileage.	Depreciation.	Annual equip- ment expend- itures.	Cost per mile.	Amount invested.
	<i>Per cent.</i>			
26.....	50	\$600.00	\$0.08	\$600.00
28.....	25	600.00	.07	500.00
20.....	16	600.00	.10	600.00
26.....	33½	717.00	.09	420.00
24.....	40	500.00	.09	300.00
26.....	25	480.00	.06	600.00
26.....	30	624.00	.08	600.00
25.....	30	516.00	.07	620.00
25.....	33½	724.00	.09	1,010.00
28.....	25	924.00	.11	600.00
30.....	25	950.00	.10	600.00
26.....	25	900.00	.11	600.00
25.....	25	924.00	.12	600.00
29.....	35	1,064.00	.12	814.00
33.....	50	1,000.00	.11	610.00
36.....	50	1,000.00	.09	610.00
26.....	40	816.00	.10	450.00
33.....	40	885.50	.09	815.00
16.....	30	336.00	.08	600.00
30.....	35	756.00	.08	756.00
24.....	33	744.00	.10	640.00
Average, 26.....	33	745.00	.09	619.00

Mr. BELL. The next is Mr. Julius Merritt, of Dothan, Ala.

STATEMENT OF MR. JULIUS MERRITT, DOTHAN, ALA.

Mr. MERRITT. Gentlemen, I fear that you feel wearied, and I will not detain you but a minute. I was sent here by the carriers of our State to represent them. There are 1,124 in that State, and I think that they have been loyal to the Government throughout the war, and we want to ask for more pay.

As for myself, I have been in the service 16 years. I started at \$600. At that time I had to pay \$17 a month board for myself and my horse, and I thought it pretty high, but while I was getting \$600 a year I bought me a home, and I believe now, that if I stay in the service much longer, I will have to sell that home to pay my debts.

What we need—we can not get what we want, but we want to get what we need. We want something like \$1,800 and \$600 for upkeep—maintenance. I have compiled 75 different carriers' statements on motor routes—short motor routes—I mean horse-drawn routes—

Mr. BELL. Standard routes.

Mr. MERRITT. Standard routes. Their average upkeep and maintenance averages \$52.27 a month to run that route. On horse-drawn, 24-mile routes, the average of 60 carriers is \$47.16 a month. In our country in the summer we have to have two horses. Horse feed to-day is about \$1 a day apiece. We can not feed them for much less, and in the summer time our expense is higher than in the winter time for carrying the mail. One horse can not carry the mail for 27 miles, over a route, every day. We have to have two.

We want to ask for the same pay above that 24 miles that is deducted for less than 24 miles. We want a man with 25 or 26 miles to get as much pay as is deducted for 23 miles—the same up as down.

I have one carrier close to me that has to make two trips. If yesterday was a holiday, to-day he would have to make his trip eight miles to another office. He says he doesn't get any pay for that. Often he has to take a one-horse wagon to carry his lock pouches to that other office.

Mr. BELL. That is lock-pouch mail?

Mr. MERRITT. Not lock pouch, but pouch mail.

Mr. BELL. Does he get any extra compensation for that?

Mr. MERRITT. Not a bit.

Mr. BELL. There is a provision that if it requires more equipment, he can get extra compensation for that.

Mr. MERRITT. He says he can not get any relief. He has tried, and his postmaster has tried, and he can not get any relief. I don't think it makes much difference to us how we get more pay, whether it is maintenance, upkeep, or in salary, because it amounts to the same thing. I have heard city carriers and clerks come up here and say they got sixteen hundred and seventeen hundred, and they say they can not live on it. We rural carriers make sixteen or seventeen hundred and then pay \$50 or \$60 a month out of that to keep up our teams. We must be better financiers than they or we would go to the poorhouse mighty quick. The way we get over that is that we have got friends on these rural routes who put us in a few back bones and spare ribs and help us out in that way.

We have had a great many resignations on account of these conditions. We have eight rural routes out of our town and we can not get substitutes. We will get one on, and he will serve maybe six or eight days, during some carrier's vacation, and then he will quit. He can not get a team, and he can not hire a car and get anything for his time, and he soon quits; and we have a good many carriers who can not get their annual leaves because they can not get substitutes.

At Christmas time and holidays we have to help out the city carriers. We were loaded down to carry these bags out. We didn't get anything for that. I haul mail for a city carrier five blocks every morning. I carry his mail down there for him. We think we need something for that.

Mr. BELL. Is that a part of your duty?

Mr. MERRITT. They put it on us. It is just like the colored man in jail who told his lawyer he hadn't done anything against the law, and the lawyer said, "Why, they can't put you in jail for that," and the colored man answered; "They can't, can't they? I'm here, ain't I?" There are two carriers, two in the morning and two in the afternoon that haul that mail out. We haul it out in bundles and put it in collection boxes, and we think we ought to have something for that the same as carrying the lock pouches and with this plea, gentlemen, I thank you.

Mr. BELL. The next speaker is Mr. D. C. Hayden.

STATEMENT OF MR. D. C. HAYDEN, ORANGEBURG, S. C.

Mr. HAYDEN. For nineteen or twenty years I have been a rural carrier out of Orangeburg, and, like my predecessor, when I started in at \$500 I thought I was making a fortune. When I was getting \$500 a month——

Mr. BELL. A month?

Mr. HAYDEN. A year. I beg your pardon. When I started in I was handling about fourteen hundred pieces a month. Now I handle about twelve thousand. The increased facilities I have to use and the increased cost of living has just worked the other way. All of the speakers I think have impressed you with the fact that none of them are getting enough pay, and if these other classes of postal employees are not getting enough pay, what about the rural carrier who has to furnish his own equipment at a very heavy cost? I have here and will leave with you, statements from over three hundred rural carriers in my State and their average cost is about \$63 a month for maintenance and upkeep of their automobiles, horses, and horse-drawn vehicles. There is the contention we wish to fight for. There is no need to rehash all that has been said. You gentlemen know if they can not live on it, we can not either. We are supposed to live in the same community, go to the same churches, belong to the same lodges and make the same contributions that they do.

During the drive for the sale of war savings stamps, the rural carriers had to do more than the city carriers did. Oftentimes I went to some school house or church on Sundays—we would have an appointed place and be designated to go there and tell them why they should buy war saving stamps. We realize that we were doing our duty by the country and we did not expect compensation for it. What we are asking for now is maintenance for our automobiles.

Mr. STEENERSON. Are you aware that it was the expectation when the rural carrier service and the motor routes were established that that would reduce the cost of living by encouraging the direct from the farm to the table movement, thus eliminating all middlemen?

Mr. HAYDEN. You mean the parcel post?

Mr. STEENERSON. Parcel post and the motor truck and the rural carriers were expected to accomplish that. You haven't noticed any reduction, have you?

Mr. HAYDEN. None whatever. They tried it from our town to Augusta and even the motor trucks didn't run. As to the cost of living, the only advantage was that the patrons along the line got to sell their produce without going to town.

Mr. STEENERSON. And they got the same price as they charged in the cities?

Mr. HAYDEN. Yes, sir. They got the same price, plus the postage. Another thing, the parcel post has given us a great deal of work, I know that.

Mr. STEENERSON. But you think the cost of living is really higher than it ever was?

Mr. HAYDEN. There is not any thinking about that; I know it. You come down to one of these restaurants that was here 20 years ago and try to get a meal for the same price you did then, and you will soon find that out.

Mr. Hayden submitted the following brief:

BRIEF SUBMITTED BY MR. D. C. HAYDEN, ORANGEBURG, S. C.

I deem it a privilege to appear before this honorable body to try and point out to you a few facts that pertain to our work as rural letter carriers.

I feel sure that meeting together with the employees of the Postal Service you will gain a better idea of the work that we perform and the amount of upkeep necessary to properly carry on the work that is required of each of us, and that when you have

completed these hearings you will feel that you are doing nothing but justice when you recommend to Congress that the rural letter carriers be given an allowance for maintenance of equipment. Just think for a moment the hardships we have to endure, up by daybreak or before, feed your stock or get enough hot water to start a Ford, hurry to the post office and route out and handle as much mail as four or five carriers handled a few years ago, considering weight and bulk, then start out over a 25-mile route in any kind of weather, sometimes pleasant and sometimes very much otherwise. But you will find that there are very few days that the rural patrons are not served by the carriers, for we feel it a duty to go over our routes unless the weather is such as to make it dangerous to travel. For myself, in the 19 years of service I don't believe I have missed more than four days on account of weather conditions, and I feel sure there are many more with as good or better records.

With a service like this many of us feel that it is an injustice for the department to make us lose pay for not serving our route during very severe weather, as our expenses are about the same if we fail to do so.

As to the penny nuisance, beg to call to your attention the order relating to same; that pennies wrapped in paper and deposited in boxes for postage on unstamped mail is worse than loose pennies, for sometimes we have to get out a knife and cut the cord they are tied with to see if the proper amount is inclosed. If you have ever tried this during freezing weather or during a downpour of rain, I think you will recommend that all mail deposited on your rural route be fully stamped and ready for the carrier when he passes. I also find that if the patrons are fully supplied with postage that there are more letters mailed on your route. This is logical.

As to substitutes: This is a matter that gives all carriers much concern and I hope that you will devise some means whereby a substitute will feel that at an examination he will have some preference. Not all of us are so fortunate as to have some one in the family that will make this sacrifice, and to find a suitable one elsewhere who knows all he will get out of the job is 15 days a year, is a problem, and rightly so under present conditions.

The retirement feature that is now being agitated should have your earnest consideration. I feel sure that not one carrier out of 10 who has had only his salary to live on and support and properly educate a family will have only enough to barely exist after 20 or 30 years' service as a rural carrier under the present scale of wages and the high cost of living and equipment expenses. I have here a pretty fair example of what we are up against, the actual cost of what it takes to handle the mail on a rural route as reported by about 200 carriers from 39 counties in South Carolina. In many instances both horse-drawn vehicle and automobile were kept for this use, but I only used one of them for the basis of this report, leaving out entirely the other as to cost of operating expenses. The average from these reports returned to me was \$756.35 per year or \$63.30 per month. For myself, I firmly believe that the cost is nothing less than \$60 per month. Take this amount from our salary and I think, gentlemen, you will find that we need for you to make a strong plea for the maintenance feature for the rural carrier.

Report of equipment and maintenance for carrying the rural mail as reported by 39 counties in the State of South Carolina.

County.	Number of reports.	Average.	County.	Number of reports.	Average.
Abbeville.....	1	\$636.00	Hampton.....	6	\$968.00
Albiondale.....	4	847.00	Horry.....	1	882.00
Aiken.....	8	732.00	Jasper.....	1	584.00
Anderson.....	10	752.00	Kershaw.....	7	754.00
Barnwell.....	2	932.00	Lancaster.....	8	756.00
Bamberg.....	5	922.00	Laurens.....	4	865.00
Calhoun.....	3	616.00	Lexington.....	16	880.00
Charleston.....	1	734.00	Marion.....	7	885.00
Cherokee.....	1	526.00	Marlboro.....	1	525.00
Chester.....	2	658.00	Newberry.....	7	748.00
Chesterfield.....	10	471.00	Oconee.....	4	779.00
Clarendon.....	4	733.00	Orangeburg.....	15	834.00
Colleton.....	3	702.00	Pickings.....	2	722.00
Darlington.....	5	919.00	Saluda.....	3	863.00
Dillon.....	5	856.00	Spartanburg.....	16	711.00
Dorchester.....	2	708.00	Sumter.....	5	671.00
Fairfield.....	4	805.00	Williamsburg.....	2	772.00
Florence.....	7	663.00	York.....	18	697.00
Georgetown.....	1	802.00			
Greenville.....	12	826.00	Average.....		756.35
Greenwood.....	8	906.00			

Mr. BELL. The next speaker for the rural carriers is Mr. W. M. Lemmons.

STATEMENT OF MR. W. M. LEMMONS, WESTMINSTER, S. C.

Mr. LEMMONS. I have route 2 from Westminster. They have been talking about their work and what they had to do. I carried through the month of October 2,868 pounds of mail a distance of 6 miles.

Mr. BELL. Where is that to, Walhalla?

Mr. LEMMONS. Oakway. In the month of November I carried 2,552 pounds, December 2,584 pounds. That is all in addition to my own delivery and I deliver something like ten to twelve thousand pieces of mail a month myself. I do not get any extra compensation for that and I have to furnish an extra size wagon and some few days I make two trips from Westminster to Oakway. I can not haul it in one load and I take it out in the evening to keep from having to carry it the next day.

I want to suggest—I think there is a little bill somewhere that I should get a dollar a mile for that—but I haven't been able to get it.

Mr. STEENERSON. Is that what is called a "loop" route?

Mr. LEMMONS. I carry it to No. 3 route in the morning and in the evening he brings it to No. 1, his collections, also the Fairplay mail. No. 2 carries it out and No. 1 brings it in to Westminster, but bringing it in is not as bad as taking it out. In my brief which I will file I suggest that we get a dollar a mile on that for 500 to 1,000 pounds; \$2 from 1,000 to 2,000; \$3 from 2,000 to 3,000 pounds. I think that is a cheap proposition for the department.

Mr. STEENERSON. How would it suit you to adopt the plan proposed by the Fourth Assistant Postmaster General, in 1917, and again repeated a while ago to the Post Office Committee, to fix a maximum and minimum salary for the rural carriers, a basic salary of \$1,200 and then on up to \$2,400 and \$2,500, and leave it discretionary with the department to pay above the minimum in proportion to the amount of mail handled and carried? That would cover your case, wouldn't it?

Mr. LEMMONS. I don't know. They only figure our own delivery. They never want to figure on anything on this extra weight.

Mr. STEENERSON. Well, that plan contemplated adjusting the salaries between a maximum and a minimum in proportion to the amount of mail and pieces handled and the distance traveled.

Mr. LEMMONS. I know it takes in the amount of pieces handled, but this is a case where it doesn't take that in. There is a law to pay it, but we haven't been able to get it.

Mr. STEENERSON. Congress passed a law authorizing the department to pay for closed pouch, but made it discretionary. They can pay it if they want to. They don't have to.

Mr. LEMMONS. They don't do it.

Mr. STEENERSON. They claim they do in some instances.

Mr. LEMMONS. This is what I say; I think it is a hardship to have to do this work without compensation.

Mr. Lemmons filed the following brief:

BRIEF SUBMITTED BY MR. W. M. LEMMONS.

We appear before your committee to present our claims as rural letter carriers of South Carolina and the United States.

We call your attention to our work and duties to the Government, of which we are a part:

We are expected to defend the United States both in time of war and peace; also to stand by the flag whenever it is assailed under any circumstances. Our duties are to deliver all kinds of mail from first to fourth class matter, also to collect all kinds of mail from first to fourth class matter, to receipt and make application for money orders, receipt for registered letters, insure packages, sell stamps and post cards, and in fact do all kinds of office work that is done in a first-class post office, regardless of weather or road conditions; also some of us are required to carry loop route mail, also mail to intermediate offices without any extra pay for same. For example, Westminster route No. 2 has to carry No. 3 mail and the Fair Play mail 6 miles every morning extra to his own delivery.

During the month of October he carried 2,868 pounds, November 2,552, December 2,584 pounds, and does not get any extra pay for this extra work, both on him and his horse. He has to provide an extra size wagon and a more costly outfit to do this work, and sometimes has to make two trips the 6 miles a day to get the mail out.

We are put on extra mileage at \$24 per mile for all over 24 miles, so you see that by consolidating the four routes the Government is saving some money but working a hardship on the three carriers that have from 30 to 35 miles both on the man and the horse. So, gentlemen, we ask that we have a just pay for the work that we are required to do, as well as all other employees of the Government do. That the salary we are getting of \$1,200 and bonus of \$500 is not enough for a carrier when he has to keep up his own outfit and furnish a comfortable living for his family at the present high cost of living.

In 1915 you could buy corn from 75 cents to \$1 per bushel, oats from 45 cents to 60 cents per bushel, hay from \$20 to \$30 per ton, mail wagons at \$65.

At present corn is \$2.25 to \$2.50 per bushel, hay \$55 to \$60 per ton, oats \$1.05 to \$1.15 per bushel, mail wagons are \$130, and all other things too numerous to mention.

Everything we have to live on or wear has advanced in the last five years to 125 per cent, and pay has been advanced only 40 per cent, and that not permanent.

So, in view of the present circumstances, we ask your committee to recommend that our salaries be raised to a permanent basis with the high cost of living, say, \$1,800, with \$600 for outfit and upkeep of same, or a flat salary of \$2,400 a year for a route of 24 miles, with pay for over mileage at the same rate as the 24-mile route, which would be \$71 per mile for the over mileage; also extra pay for carrying loop route and intermediate offices at the same rate, \$1 per mile for carrying 500 to 1,000 pounds per month; \$2 per mile for carrying 1,000 to 2,000 pounds; \$3 for carrying 2,000 to 3,000 pounds, per mile, per month.

We do not think we are asking too much, as the Government pays city carriers \$1,800 per year; also furnishes them with outfit and upkeep of same. Mail clerks get \$2,100 per year and \$1.50 a trip for living expenses, so we ask your committee to weigh our cause from all angles and be governed accordingly.

We are also in favor of a court of appeals where all differences between carriers and patrons and department can be adjusted with justice to all concerned.

Also we favor a retirement bill, whereby the carriers after years of service and in their old age can look forward to some compensation to keep them from want.

Briefs were submitted by W. Y. Bennett, Cookeville, Tenn., and J. C. F. Hamilton, Jasper, Ala., as follows:

BRIEF SUBMITTED BY W. Y. BENNETT, ASSISTANT POSTMASTER, COOKEVILLE, TENN.

A comparatively small unit of the great army of rural letter carriers of the United States have asked me to represent them, either orally or by brief, at this hearing, and to put before you to the best of my ability, the condition under which they are at present working, in their endeavors to give the best service possible in their line of work, and at the same time to discharge their duties to their families, and to society in general, by rendering the support that every upright, honest, moral man is supposed to render. I represent the rural letter carriers of the fourth congressional district of Tennessee, who are in most part a sturdy, thrifty lot of men, with the purest Anglo-Saxon strain of blood known to the world to-day. Many of them were born and bred in the Cumberland Mountains, and on her plateaus and among her foothills, and few if any of them know what it is to cry "kamerad" in anything they undertake. I am not a rural letter carrier myself, but I am an observant man, and through my work

in the country newspaper field a few years ago, where I had occasion to study all phases of rural life, coupled with my experience of the past few years as assistant postmaster in an office from which nine carriers go forth each morning to their several roads of labor, I believe I know pretty accurately the ups and downs of the average rural letter carrier.

That he learns to go through rain, sleet, snow, and mud with a cheerful mein and a kindly word for all his patrons, we know full well, but just how much of this unpleasantness he endures from one year's end to another, few of us have perhaps stopped to consider. A few years ago he was fairly well paid for his labor, but he has never received the just compensation that should have been his, when endurance qualities and the results of his labor are taken into consideration. However, as a rule he was satisfied with his lot, for he had an opportunity to make and save something from month to month, so he was contented with his vocation and its compensations. Something like three years ago his average expense account began to swell, and from then to the present time it has steadily increased until to-day the actual expenses of his position as rural carrier has grown to such enormous proportions that it has seized the biggest half of his earnings, and naturally he and his family have had to suffer the consequences. It was impossible for him to cut out or curtail the expense of maintaining his equipment and still hold his job, and the man who had been on the job for perhaps 15 years was loth to give up and be called a "slacker" or a "quitter," so he has plodded along the best he could, displaying a patriotism to Government and to country that is not surpassed in the annals of our great nation. A large majority of carriers have had to spend a part of their savings of the past 15 years in order to keep out of debt, and some of those who had not prepared for this emergency, had no alternative but to contract debts, in order to get through and hold their positions, steadfastly believing that assistance would come in the form of salary increases or maintenance allowances. The so-called war bonus allowed each carrier has fallen far short of his actual needs, in fact according to the figures I have gathered from representative carriers, their excess expense has been equal to double the amount of bonus received. The very fact of there being so many of the old carriers on the job still, is absolute proof of their former frugality, for many of those who were not frugally inclined have had to resign because they could not carry the mail with the extra expense.

I have questionnaires from a representative number of carriers, and not one of them shows anything but a deficit in their past two years' work, when their expense accounts and family support are taken into consideration.

The average cost of feeding two horses two years ago was \$35 per month, while to-day it is \$70, just double. The cost of maintaining repairs to vehicles, harness, horseshoeing, etc., three years ago was from \$4 to \$6 per month, while to-day it ranges from \$15 to \$20. The cost of living has increased with them at the same ratio that it has with men in other vocations, and being salaried workers, they have had to help bear the heaviest part of the burden, as compared with people in other lines of business who have had opportunities to share in the profiteering game, which has apparently become a nationalized vocation with all tradesmen who buy and sell the necessities of life.

The rural letter carrier responded most nobly to the call of their Government in the time of war by subscribing and buying liberally of all bond issues, and they not only bought their pro rata of war savings stamps, but acted as free agents for their sale and distribution during the whole tenure of the war, and are still doing so.

Quite a number of carriers not only carry their own patron's mail, but also have to carry for miles the mail to star or loop routes, forming a connecting link between these carriers and the post offices, and for this they get nothing. This is not right, gentlemen, and it should be remedied by the present Congress.

The rural letter carrier believes he is entitled to a living wage for the duties he performs, and that is all that he asks for. He has proven his worth to the Nation by having developed isolated regions into up-to-date civilized centers; he has by constant contact brought the rural district and the urban centers into closer touch with each other, and thereby bred confidence and friendship, instead of distrust and enmity that obtained before. To sum it all up in a nutshell, he is an educational missionary and could not be eliminated from latter-day civilization of which he is an integral part. He doesn't ask the Government to cut down his hours of labor; he doesn't ask that his labors be lightened; he doesn't ask that a part of his work be shifted to other shoulders; he simply asks the Congress of the United States to allow him a sufficient compensation to maintain his position; that is, to maintain his equipment and support his family comfortably. He believes that his present regular salary should be augmented by at least 50 per cent, and that the increase should be made permanent; he believes that he is entitled to as much consideration as the city carriers, both mounted and unmounted, and he simply asks to be put on an

equal basis with them. What he asks is reasonable and just, and I can see no reason why it can not be granted him, and I appeal to you, gentlemen of the joint commission, to recommend that he be taken care of by the present Congress and put on a compensation basis that is commensurate with the duties he performs, and the expense he incurs.

STATEMENT SUBMITTED BY J. C. F. HAMILTON, CARRIER NO. 5, JASPER, ALA.

As a rural letter carrier with more than 11 years continuous service, I wish to submit the following facts:

The R. F. D. service is deteriorating by reason of—

1. Resignation of carriers.
2. Inability of carriers to provide adequate travel equipment.
3. No eligible lists.
4. Carriers are not enabled with present salary to educate our children, carry insurance, keep up our lodge dues and church obligations, properly clothe and feed our families.

I suggest the following remedy:

1. Increase the salary of rural carriers to \$1,800 per annum for standard routes.
2. Fifty dollars per mile per annum for travel over 21 miles and a like amount for travel under standard route.
3. Twenty-five dollars per mile per annum for upkeep or maintenance.
4. Make salary increase and maintenance fund permanent so that carriers now in the service will retain their positions and as an inducement for new blood to enter the service.
5. Enact a liberal retirement law.
6. Abolishment or adequate pay for locked pouches.
7. Require carriers to wear uniforms while on duty.
8. Require carriers to take scheme examination once in 12 months on postal laws, rules, and regulations as affects the rural carrying of mails.

SUPERVISORY EMPLOYEES, INCLUDING SPECIAL CLERKS, AT FIRST AND SECOND CLASS POST OFFICES.

Mr. BELL. The next on the list are the supervisors. The first speaker will be Mr. A. J. Michener, of Atlanta, Ga.

STATEMENT OF MR. A. J. MICHENER, SUPERINTENDENT OF MOTOR VEHICLE SERVICE, ATLANTA, GA.

Mr. MICHENER. I represent the supervisory employees of the States of Alabama, Florida, Georgia, North Carolina, and South Carolina. I feel that in this splendid meeting we have had to-day all of the recommendations for an increase of salary will be also applicable to the supervisory employees, particularly so because of the fact that there has been no readjustment or reclassification of the supervisory salaries since the year 1889, with the exception of the recent increases, which in themselves amount to from 5 to 20 per cent.

I desire particularly to stress upon the point of the importance of the relation of the supervisory employee to the proper administration of the Postal Service. In all of the large offices in these States they are working under what is known as the two-division plan, a division of finance and one of mails.

In the division of finance the assistant postmaster is responsible for the operation and conduct of this service; he is responsible for the proper accounting of all finances to the department, the checking up of the postal cashier and the money-order cashier, and in addition to that he has charge of the correspondence with the department and

with the public. He has to meet the public; he has to be in conference with the postmaster, and consequently the duties of the assistant postmaster is next in importance to those of the postmaster, and under him he has in the division of finance the cashier of the postal system, who receives all of the money for the postal services of the office, except for postal savings and money orders. He carries usually a very large stamp stock, stamped paper, and the transactions of the office run into the millions in this office. He is under a very heavy bond, on which he is required to pay the premium out of his personal salary account. That is also true of the assistant postmaster. The money-order cashier is in charge of the supervision of the employees of his division as well as responsible for the money orders issued and paid and for the proper accounting thereof. He, too, is under a large bond, and he pays for that out of his personal account. They have in this office finance clerks who have charge of the payment of salaries of the rural carriers, railway postal service, and employees of the post office.

That completes the organization, in so far as the finance division is concerned. Each one of these positions are responsible ones, because they have to do directly with the finances of the Post Office Department in so far as they relate to the receipts and disbursements.

In the division of mails, which is equally as important to the service as that of the finance division, and probably more so in some directions, because the proper maintenance of the service is dependent upon its proper administration through the executive ability of the superintendent of the mails—he has practically 90 to 95 per cent of the working force of the post office under his administration. He must prepare and submit estimates for the allowance of auxiliary service, etc., as well as arrange schedules for the dispatch and receipt of mails, and he has in charge the delivery and receipt of all mails. He must meet the public and take care of correspondence and, in general, he must be a man of executive ability, one whose position would equal that of the manager of a large institution or corporation. Under him he has assistant superintendents, who have to be trained by years of experience and knowledge of the business so that they may be qualified to take the position of superintendent and upon whose duties vastly rest the detail of the operation of the service itself. Under the assistant superintendents are foremen and the special clerks who, in the operation of the service, are all a necessary part of the organization.

Each of these employees that I have named has given years of preparation and study, and have qualified themselves for the particular positions which they occupy, and yet, through all these years, there has not been a real recognition of their service by Congress in so far as the enactment of a law for a salary commensurate with the services they perform.

It seems to me as if this is one class of employees that have been particularly neglected, one whose services have not been fully appreciated and one whose services are most invaluable to the department, because without the proper discipline and efficiency, the service itself could not be maintained and this, the practical operation of the service, is in the hands of these men.

I do not desire, Mr. Chairman, to take up much of your time, because the hour is getting late. I understand you leave this evening for New Orleans. There are some who are going to follow me,

in so far as they represent the cities from which they come, and I would be pleased to answer any questions with reference to this service, without going into further details, because there has been a brief prepared which covers much of this matter with reference to the supervisory employees.

Personally, I have been in the service for 30 years, and have seen the growth of this service since the year 1889 to its wonderful proportions of to-day.

Senator MOSES. Have you been all of your time in this office?

Mr. MICHENER. No, sir. I have been in Atlanta only three years and nine months.

Senator MOSES. Where were you previously?

Mr. MICHENER. In St. Louis.

Senator MOSES. In a similar capacity?

Mr. MICHENER. No, sir. At present my position is superintendent of motor vehicles. In 1889 I was a carrier; in 1892, a special clerk; in 1896 an assistant superintendent of delivery; in 1909, superintendent of carriers; and in 1910, superintendent of delivery, and 1912, superintendent of mails.

Mr. STEENERSON. How long were you a superintendent of mails?

Mr. MICHENER. Two years.

Mr. STEENERSON. Until 1914. Did you come to Atlanta then?

Mr. MICHENER. No, sir. I came to Atlanta in 1916.

Mr. STEENERSON. In your work at St. Louis, did you supervise or have anything to do with the records from which promotions were made, and demotions?

Mr. MICHENER. Yes, sir.

Mr. STEENERSON. Have you had anything to do with that since?

Mr. MICHENER. No, sir.

Mr. STEENERSON. Who keeps these records now from which promotions and demotions are made in St. Louis?

Mr. MICHENER. I wouldn't be able to tell you who was keeping them to-day in St. Louis.

Mr. STEENERSON. I don't mean the name of the person; what office?

Mr. MICHENER. The superintendent of mails controls the records of the employees in that division.

Mr. STEENERSON. And the superintendent of finance, does he control the records relating to that division?

Mr. MICHENER. The office of the auditor is where they are controlled. He is in charge of that.

Mr. STEENERSON. Was there any dissatisfaction there in St. Louis with regard to promotions, as has been mentioned here in some cases? In some cases they stated it was perfectly satisfactory—the employees were contented. How was it there from your experience?

Mr. MICHENER. From my experience—the part of the time that I was in charge I can speak about. Since that time I can not answer intelligently, because I was not in charge of the force in that office so far as relates to promotions or demotions.

Mr. STEENERSON. Do you know if there was any dissatisfaction amongst the employees?

Mr. MICHENER. Yes; I know there has been dissatisfaction.

Mr. STEENERSON. For what reason?

Mr. MICHENER. In the matter of promotions, in the first place, and in the general conduct of the administrative affairs of the office.

Mr. STEENERSON. In what respect?

Mr. MICHENER. Well, in respect to the manner in which that office was administered in so far as shown by discrimination, and in the improper application, I should say, of the rules and regulations to the employees.

Mr. STEENERSON. Well, discrimination by reason of what? Was there any partisan or religious or social influence that controlled promotions, or were they based on merit?

Mr. MICHENER. Well, I wouldn't be prepared to say they were based on ulterior motives or not, but it was there.

Mr. STEENERSON. There was discrimination?

Mr. MICHENER. Yes.

Mr. STEENERSON. And dissatisfaction among the employees on that account?

Mr. MICHENER. On that account.

Mr. STEENERSON. When did you leave there, did you say?

Mr. MICHENER. In 1916.

Mr. STEENERSON. And you have not been there since?

Mr. MICHENER. No, sir; when I say I have not been there since, I have been there twice since, but I have not been in the post office since then.

Mr. STEENERSON. Well, was this dissatisfaction on account of promotions and demotions due to the men—the supervisory employees—that had charge of it, or was it the postmaster, or who was it?

Mr. MICHENER. I would say personally that it was the general policy of the administration. The postmaster's administration as carried on down through the various supervisory employees.

Mr. STEENERSON. You said you were demoted there?

Mr. MICHENER. Yes, sir.

Senator MOSES. From what to what?

Mr. MICHENER. Sir?

Senator MOSES. From superintendent of mails?

Mr. MICHENER. Yes, sir.

Senator MOSES. To what?

Mr. MICHENER. Superintendent of central stations.

Senator MOSES. How long did you hold that position?

Mr. MICHENER. Two years.

Senator MOSES. Were you transferred here at your own request?

Mr. MICHENER. No, sir; I was transferred here after charges had been preferred against me and not sustained. The department wrote me a letter directing that I be transferred here.

Senator MOSES. There were charges made against your efficiency?

Mr. MICHENER. Yes, sir.

Mr. STEENERSON. By whom?

Mr. MICHENER. The postmaster.

Mr. STEENERSON. And they were not sustained?

Mr. MICHENER. They were not sustained, or I would not be in the service to-day.

Senator MOSES. I take it that, under the circumstances, you were entirely willing to be transferred?

Mr. MICHENER. I was entirely willing; yes, sir.

Senator MOSES (temporarily in the chair). Now, in addition to the supervisory employees Mr. Michener spoke of we have seven others to whom have been allotted only three minutes each, and in the interests

of saving time I will take the opportunity of saying that in the various hearings we have held in the different parts of the country we have had ample testimony as to the high cost of living, comparative increases in salaries in industrial occupations, and in the post offices, the conditions of work in the average post-office building, etc. Of course, if this commission is to render any real service to the country, and especially to the Postal Department, it must be in the line of practical suggestion, and we feel that the men in the field, who constitute the brains and the backbone and the conscience of the Postal Service, as we have found postal employees everywhere to do, knowing the conditions, as they are in the service, are the men who can give us the practical suggestions upon which we can formulate any recommendation we can make to Congress, and I would suggest that the gentlemen who are to follow Mr. Michener, and all others who are to speak, shall confine themselves to giving to the commission as many practical suggestions as possible with reference to the recommendations which they, as members of the Postal Service, think we should make to Congress, and I will ask Mr. C. L. Patch, assistant postmaster at Tampa, Fla., and every succeeding speaker to speak to us along that line of suggestion.

Mr. Michener submitted the following brief:

BRIEF SUBMITTED BY MR. A. J. MICHENER, SUPERINTENDENT MOTOR-VEHICLE SERVICE, ATLANTA, GA.

We respectfully submit this brief on behalf of supervisors and special clerks of the States of Alabama, Florida, Georgia, North Carolina, and South Carolina.

We desire to call attention to the various positions and their duties with a view of bringing to above commission the responsibility of these positions and to call attention to the salary paid them as being totally inadequate with the salaries paid for similar positions in commercial world, and to show that under present conditions of living and prices prevailing it is impossible for a supervisor to maintain living conditions that he is expected to maintain and that would give him and his family a substantial living necessary to contentment of mind and self-respect they should have.

The following are the duties and responsibilities of the various supervisors:

ASSISTANT POSTMASTER.

The position of assistant postmaster is one of the most important places in supervisory force of the office. He must be a man capable of assuming the duties of postmaster at any time. He is also charged with the financial transactions of the office. He must have exceptional financial ability to handle place of superintendent of finance, which goes with the position. In addition to this he has supervision of a number of men, which necessitates executive ability as well as many other qualifications.

As superintendent of finance he must account for millions of dollars passing through his office. The duties of assistant postmasters in smaller offices will be enumerated later. The assistant postmaster is also required to carry a large bond at personal expense.

SUPERINTENDENT OF MAILS.

Superintendent of mails is head of division of mails and is responsible for conditions in a post office to the department and to general public through postmaster. He is charged with giving prompt and adequate service to the public and with handling of practically all of the allowances, estimates, and expenditures allowed by the department. He is responsible for discipline and working conditions of 90 per cent of employees in the office. The position requires a man of exceptional ability, capable of rendering efficient service to the public, and handling entire operations of post office to satisfaction of department.

ASSISTANT SUPERINTENDENT OF MAILS.

The position of assistant superintendent of mails is a stepping stone to position of superintendent of mails. He must be a man with sufficient training to assume duties of superintendent of mails and act in any capacity in division of mails to which assigned.

SUPERINTENDENT OF MOTOR-VEHICLE SERVICE.

The superintendent of motor-vehicle service has a position equivalent to that of assistant superintendent of mails. He must be thoroughly familiar with entire workings of division of mails and must be capable of assuming responsibility of making expenditures and curtailing expenses. The motor-vehicle service is a branch of the service in which there may be large expenditures or large savings in accordance with character of supervisor in charge. It is essential that he be a man of executive ability and capable of instituting much initiative in this work. This position requires close study and absolutely personal attention.

FOREMAN.

A foreman in post office has great responsibility, as he is charged with direct handling of employees under him. His training and supervision will be responsible for future ability and character of employees. It is essential that he be a man of executive ability in order that he may administer proper discipline to those under his supervision and maintain proper order. He must have sufficient knowledge of Postal Service that he may in part train those subordinate to him. In addition to this, he must be a man capable of assuming higher supervisory places as they become vacant.

MONEY-ORDER CASHIER.

The money-order cashier has direct supervision of operations of his division, which also handles postal-savings branch of the service. Large sums of money pass through this division, and it is essential that money-order cashier be a man of financial ability as well as having executive ability, as he is charged directly with discipline and duties of his division. He must also carry a large bond at personal expense.

POSTAL CASHIER.

The postal cashier is charged with handling and recording of all postal revenues, with exception of money-order and postal-savings business, which amounts up to millions in many offices. He is charged with conduct of his division. The position requires a man sufficiently trained to handle these millions of dollars, render satisfactory reports to department, and be executive head of his division. He is required to carry a very heavy bond at personal expense.

ASSISTANT POSTAL CASHIER.

Assistant postal cashier is charged jointly with responsibility of the postal cashier and must be a man sufficiently trained to assume duties of cashier. He is also under heavy bond at personal expense.

BOOKKEEPER.

The bookkeeper in the post office is in reality the auditor for the post office. He is subordinate only to the postmaster. He is charged with making of all reports, checking the various financial transactions passing through the office. Not only must he have a thorough knowledge of bookkeeping, he must in addition thoroughly familiarize himself with postal laws and regulations pertaining to finance department and keep all departmental rulings current.

CHIEF STAMP CLERKS.

The chief stamp clerk is charged with responsibility of maintaining a large stamp stock from which retail stamp clerks are supplied and large orders to public are filled. Large financial responsibility is attached to this position in view of the fact that only large amounts are handled and any slight error might make large financial loss. They are required to carry a large bond at personal expense.

FINANCE CLERKS.

Finance clerks are clerks who are taken from other places in the office and assigned to finance division for their exceptional ability. Men with such exceptional ability, had they been allowed to remain on workroom floor, would have no doubt become supervisors as vacancies occurred. Their exceptional ability placing them in finance section has practically eliminated their chance for advancement to supervisory grades due to the fact that there are but few supervisory places in that division. Therefore, we believe that finance clerks should be classed as supervisors and paid in accordance with foremen.

STATION EXAMINER.

This position is one of very large importance as duties of station examiner require that he visit various stations, issue instructions relative to all phases of the work which requires a man with general knowledge of entire postal service. Inasmuch as stations, as a rule, are separated entirely from supervision of main office, the station examiner is relied upon to keep superintendent of mails and superintendent of finance in touch with the conditions existing at all stations.

SUPERINTENDENT OF STATIONS.

The superintendents of stations are charged with conduct of station service to public supervision of personnel, and responsible for all financial transactions at the station. To fill this position a man must have a thorough working knowledge of all branches of the Postal Service; a personality sufficiently pleasing to meet public; executive ability enough to maintain high standard of efficiency in personnel of his office.

SPECIAL CLERKS.

It is the opinion of the delegation of five States mentioned above that from their personal observation and experience that grade of special clerk should be maintained in two grades—one grade being \$100 higher than highest clerk grade, and second grade being \$200 higher than highest clerk grade. The grade of special clerk gives a clerk something to look forward to after he has obtained the highest clerk grade.

It is something in which the department can recognize special merit and exceptional ability on part of clerk after he has reached highest clerk grade when there is no supervisory places available.

We believe that first-grade special clerks should be made for promotion of clerks in highest clerk grade showing exceptional ability and knowledge of work they are assigned to; that second-grade clerks should be clerks promoted from first grade of special clerks to second grade of special clerks having qualifications necessary for first grade and in addition thereto displaying qualifications of executive ability. This would be a stepping-stone to supervisory grade and would give the department a chance to recognize such ability when no supervisory places were available.

ASSISTANT POSTMASTERS IN SMALLER OFFICES.

The duties of assistant postmaster in the smaller offices is one of the most difficult to handle. He is held responsible for all financial transactions of the office and he has no cashier, bookkeepers, or others to help him with that branch of the service. He is held accountable for service to public, and, in a great many instances, dispatching and handling of outgoing as well as incoming mail. He must submit all reports to the department, keep all instructions and regulations current himself, as he has no one to intrust these duties to. The office of assistant postmaster in these offices is practically indispensable to the department and is compared with places in the commercial world in which men have spent their lives studying and have obtained a high position at the head of corporations. In addition to above duties of assistant postmaster, the attention of the commission is called to the fact that these assistant postmasters in a great many instances are required to put up scheme examinations. It is the opinion of assistant postmasters in five States above mentioned that they should be relieved of these examinations. Further attention of the commission is invited to the fact that central accounting offices and noncentral accounting offices are paid the same salaries, no provision being made for compensation for this extra duty. The commission is asked to take notice of these conditions existing and it is requested that additional compensation be allowed offices that are designated central accounting offices.

INEQUALITY OF SALARIES IN SMALL FIRST-CLASS OFFICES.

Special attention of the commission is called to inequality of salary as now established in smaller first-class offices, namely, foremen, station superintendents, superintendents of mail, and assistant postmaster receiving the same or approximately the same salary.

We cite as one example, Tampa, Fla.

Superintendent of mails, basic salary, \$1,600.

Assistant superintendent of mails, basic salary, \$1,600.

Station superintendent, basic salary, \$1,600.

Cashier, basic salary, \$1,600.

Foremen, basic salary, \$1,600.

Under bonus and increase acts recently passed by Congress all of the above positions receive \$1,925.

This is not to the best interest of the service. It prevents administering of proper discipline and does not give officials the prestige they should have.

The supervisors from the above-named States respectfully request the commission to take into advisement and grant 30 days' annual leave of absence.

We also ask that some definite form of retirement bill be enacted into law in order that those who have given practically all of their lives to the service and are now superannuated, be retired and have favorable consideration.

In conclusion we wish to advise the commission that the price in foods and wearing apparel in this section has increased close to 150 per cent in the last five years in which time practically no permanent increase has been granted supervisors.

It is requested that we be allowed increase similar to that adopted by the National Association of Supervisory Post Office Employees at their convention in Atlantic City in August, 1919. We have reviewed this scale of salaries very closely and believe same is just and equitable to the position of responsibility and trust held by supervisors in the Postal Service.

**STATEMENT OF MR. C. L. PATCH, ASSISTANT POSTMASTER,
TAMPA, FLA.**

Mr. PATCH. Mr. Chairman and gentlemen of the commission. I have a small brief here which I will present as representing five of the first-class offices of the State of Florida; 20 of the 34 second-class offices, as well as the Tampa local office. The brief covers practically everything necessary to cover. There are only one or two items that I will emphasize and I will be through.

One thing I would like to emphasize or indorse is a request made by the subordinate employees of the office. The fact that it is necessary for a post office to have an efficient clerk-carrier force as well as other employees is plainly apparent. No supervisor, I care not who he is, or where he may be from, can give efficient service without efficient carriers and clerks. That is self-evident. One of the ingredients of a successful postal service as well as other industries is efficient supervisory employees.

The fact that we are getting an inefficient and low grade of employees into the service in this day, which I think has been amply shown here to-day—we can not get applicants to start with—indicates that unless something is done to remedy this condition in the near future the supervisory employees of to-morrow will be very inferior to those of to-day, and it will be very hard to hold even the supervisory employees they have. I might cite one case—our assistant superintendent of mails, who is drawing a salary of \$1,950, including the bonus, resigned, effective January 1, to accept a position paying him \$225 a month. It was next to impossible for us to fill that position within our office.

The future of the service depends upon the class of men we are getting in now.

There is another condition I would like to call your attention to. I believe it is peculiar to our State to a greater degree than any other State, with the exception of California and a few of the Atlantic coast cities, summer resorts, etc., during the months of November to April 1, or possibly April 15—during these months our State is the playground of the Nation: every coast town on the east and west coast is filled with people. The populations increase to two, five, and sometimes six times their summer population. This will apply also to a great number of our inland cities. To handle this class of people, these increases, it is necessary to increase our clerical force many fold. I might cite the case of Palm Beach, which in the summer time has a postmaster and one clerk, and in the winter time that force is increased to five clerks. These additional employees taken from the outside are totally green men and they are inefficient and unable to handle this great mass of business.

I might say, too, that the class of people that come there in the winter time are a very exacting class of people. They demand the best of service, and it is an utter impossibility to give them that kind of service with the men we have at our command.

The question has been asked here as to how the increases we have recommended could be met, and I have asked the question of a number of our supervisory employees as to whether or not they ever had a complaint on the 3-cent postage and I have yet to hear the first supervisory employee say he has heard any such complaint. I did not have inquiries from the business men in my community as to why the postage was reduced from 3 cents to 2 cents.

Senator MOSES. Your time has expired, Mr. Patch.

Mr. Patch's brief follows:

BRIEF SUBMITTED BY C. L. PATCH, OF TAMPA, FLA.

I represent the supervisory employees of 5 of the 8 first-class offices of Florida and 20 of the 34 second-class offices. I am also representing the supervisory employees of the Tampa (Fla.) post office.

Perhaps the slogan used by one branch of the service whose representatives have appeared before your body at other hearings, and will no doubt appear in Atlanta, will best state in a few words our purpose in appearing before this commission—"A just remuneration for services well rendered." This is all we ask, and in asking this we do not do so with a selfish motive, but with the object in view of maintaining and increasing in so far as may be possible the efficiency of the Postal Service as a whole. We ask no favors, but we do hope to convince this commission and through this commission the Congress of the United States that we are worthy of a better remuneration than we are receiving under the classification law of 1889—a law over 30 years old.

We wish to urge a proper recognition of the claims of the representatives from the other branches of the service. The supervisory employees must have efficient, loyal, and capable clerks, carriers, and other employees to render that efficient service demanded by the patrons of the service, by the department, and by Congress, and to which they are entitled. It is essential that we secure the highest type of employees possible in the entrance grades of our offices, and that we make every effort to hold the efficient, experienced men at present in the service. The object in appointing this commission was not to correct present conditions alone but, in so far as may be possible, to provide for the future conditions in the service; for that reason we must induce capable men to enter the service now, as it is from the employees entering our service to-day that we must select the supervisory employees of to-morrow. Salaries and the opportunity for promotion to the very highest positions within the service, based upon merit alone, must be such as will get this class of men and hold those within the service at present.

At present the base salaries are so low that we are not getting the higher class of men to take the examinations, and the best of those that do take these examinations and pass them are refusing appointments after learning just what the conditions are.

One assistant postmaster in my State informs me that the Civil Service Commission has held two examinations at his office recently; only six men passed these two examinations, and the examinations are not hard. Of these six men five refused appointment, and to get help he was compelled to appoint the bottom man on the list. The reasons for refusing appointment were that they could do better outside of the service. At a recent examination in Tampa we had 10 applicants; a few years ago I held an examination and had over 90 in the class.

We believe we have a condition existing within our State that does not exist within any other State to so great an extent, unless it is in California and in a few of the Atlantic coast summer resorts. From November to April our State is the playground of the Nation; practically every coast town on both the east and west coasts of the State and very many of the inland towns are increased in their population from two to five times, and in some cases more. To meet these abnormal conditions it is necessary to increase the office forces. Palm Beach increases from the postmaster and one clerk in the summer to the postmaster and five clerks within the tourist season. St. Petersburg, Fla., increases from 17 clerks in the summer to over 50 in the winter months, and other offices are increased, some more, some less. These tourists are people who demand service that is up to the minute, and it requires the best of executive ability upon the part of the supervisory employees to give such service as they demand with the green, inexperienced help they are required to use during these months. We feel that they are meeting these requirements and that they should be compensated accordingly.

As to salaries paid by other lines of business within our State: Banks in Tampa are paying bookkeepers \$150 per month, tellers \$175, minor officers from \$200 to \$250; in addition to this they are paid a bonus at the end of the year amounting to 5 to 15 per cent of their year's salary; they also receive meal allowances, and are usually protected to some extent against losses, while a post-office employee stands every loss.

The proprietor of one of our largest dry goods stores made the statement a few days ago that it was generally conceded among business houses that the post office paid a very low salary for the duties performed and the responsibilities assumed. Supervisory employees in this store are paid from \$1,800 to \$4,000 per annum.

I believe we are well enough acquainted with the salaries paid railroad employees, and as they are very much the same everywhere I shall omit them.

In the auto sales line supervisory employees are paid from \$250 and up; in the fruit-packing business, from \$50 per week up. Men having from 4 to 10 men under them in the cigar business in Tampa are paid \$3,000 per year. In the wholesale dry-goods business managers of departments are paid \$250 per month and up.

On the first of this month our assistant superintendent of mails resigned to accept a position paying \$225 per month, with house rent, water, fuel, and lights, and his clothing for himself and wife and all provisions at wholesale rate.

From information that I have been able to gather from 15 supervisory employees representing five of the 8 first-class offices of Florida, I find: the average length of service is 13 years, and ranges from 7 to 18 years. The average length of time they have been in the supervisory positions is about 4 years. Thirteen of these 15 employees are married men with families of from 2 to 8 dependent upon them, averaging about three to the man. Living expenses average \$111.50 per month which does not include rents or taxes, or payments upon homes. Rents average \$37 per month. Thirteen of these men are purchasing homes, or rather trying to do so.

The same class of information gathered from 20 out of 34 second-class offices in the State show: Range of time in the service from 1 to 25 years with an average of 9½ years. Length of time as supervisory employees from 1 to 20 years with an average of 6½ years. Fourteen of the 20 are married men and their dependents range from 2 to 10 with an average of 3. Living expenses range or rather average \$97 per month, rents \$27 per month, taxes \$62 per year. Eight of the 20 are buying homes and one of them stated that he had not been able to make a payment on his contract in two years. The average number of men supervised by these employees is 7, and offices that are central accounting have charge of from 5 to 42 offices, average 21.

At some of our offices there are no assistant postmasters, the duties are performed by clerks who receive clerk's salaries. We feel that any employee performing supervisory duties should be paid supervisory employees' salaries. These men should receive more than temporary men under them would receive at 60 cents per hour or than any regular clerk or carrier under him would receive.

There is another class of employees that should be provided for. There is a class of employees who have to perform duties of a semisupervisory nature; they may not have any employees directly under them, yet it may be their duty to refer matters to other employees; their duties may require expert knowledge; these employees

should be classed as special clerks and their salaries should range from the highest clerk or carrier salary to the lowest supervisory salary.

(On behalf of the supervisory employees of my State I wish to urge the adoption of the classification plan as outlined by the supervisory employees of the United States at their last national convention held in Atlantic City last August. We feel that this scale is only just to us. It may be true that we should not expect as high salaries as are paid in outside lines, but we do not feel that because we have given our lives to this work that we should be penalized or that our families should suffer. We feel that the position of postmaster and for that matter the positions above that to the Postmaster General should be filled by promotion upon merit. That these positions should be made strictly civil service. That the postmaster's positions in the larger offices could be filled by promotions of postmasters from smaller offices, if it should happen that there was no one in that office fitted to take the place, and provided that the postmaster promoted had shown ability to handle larger things.

The big problem in the post offices to-day as well as in other lines is efficient supervisory officers. We can only get these men by holding out proper inducements. We want politics forever removed from the post offices.

We feel that assistant postmasters at second-class offices that have central accounting work should receive more salary than those who do not have this work. Assistant postmasters at first-class offices should receive from one to two hundred dollars more per annum than any other supervisory employee in that office for the reason that he may be called upon at any time to perform the duties of the postmaster, and in such cases all other employees would be subordinate to him. He is also supposed to have an all-around postal experience to be a postal expert in his office.

We feel that there is too great a differential between the salary paid the postmaster and the salaries paid the assistant postmaster and superintendent of mails and other supervisory employees. The postmaster in nearly every case is protected from loss by bonded employees.

In the January number of the American Magazine, on page 127, appears in part an article written by B. C. Forbes, and I wish to quote just a few lines, "The nation-wide craze for Government positions is not easy to understand—not even when all the known advantages as to hours, certainty of steady employment, vacations, and, in some cases, pensions, are taken into account."

"It can be set down, as a general statement, that civil-service salaries are the poorest in the whole country."

Again later on: "All who have high-salary aspirations would do well, therefore, to steer clear of civil-service jobs."

This magazine has a circulation of one and a quarter millions, and with the quotations that will be made it is safe to say this article will reach two or more million people. How can we, in the face of these facts, and knowing what we do of the service conditions, urge any young man to make the post-office service his life work?

On behalf of those whom I represent, I wish to thank this commission for the opportunity to present our cause, and we feel that this body of fair-minded men will make just arrangement of the affairs of the service and that better days are ahead of those of us who have given years of our lives to the service they love.

Senator MOSES. The next speaker will be Mr. W. E. Hanley.

STATEMENT OF MR. W. E. HANLEY, SUPERINTENDENT OF MAILS, JACKSONVILLE, FLA.

Mr. HANLEY. Gentlemen, I have a brief here from the executives of the Jacksonville, Fla., post office. We have covered the subject right thoroughly, and I do not know that I can add anything to it that would help, and I will therefore submit my brief.

Mr. Hanley's brief follows:

BRIEF SUBMITTED BY MR. W. E. HANLEY.

I am appearing before your commission as a representative of the executives of the Jacksonville (Fla.) post office, submitting for your consideration certain facts in connection with the revision of the salaries of those executives. I shall use as a basis of comparison the months of July, 1914, and July, 1919.

In July, 1914, a person could go into the markets of this city and purchase a supply of food for the sum of \$5.33. In July, 1919, to buy the same list of supplies would cost \$10.88, or an increase of 104.22 per cent.

Rents in all parts of the city have been greatly increased. From a recent investigation conducted in this city it was found that rentals for all classes of property had increased approximately 80 per cent. The cost of building operations of all kinds has increased more than 100 per cent, and the value of real estate, especially residential, has increased 100 per cent.

The average annual salary received by the 13 executives in this office in 1914 was \$1,569.23. The flat increase to \$1,800 per annum granted these executives, effective July 1, 1919, has carried this amount to an average salary of \$1,892.30 per year, or an average increase for all executives during that period of 20.5 per cent. This includes the salary of the assistant postmaster. Many of these increases were made on July 1, 1919, so the benefit of this increase has only been in effect for the past few months. The figures given do not include the increases recently granted by Congress in public resolution No. 19, Sixty-sixth Congress.

One phase of the increase that became effective under the department's order of July 26, 1919, is the inequality of the increases as applied to individual executives. For instance, our assistant superintendent of mails is receiving \$1,800 per year, whereas the foreman of one of our classified stations, who has under his supervision one and three-eighths clerks per day, two rural free delivery carriers, and one city carrier, is receiving the same salary.

We have another classified station the superintendent of which receives \$1,800 per year and has under his direct supervision 12 carriers and 3 clerks, and at another one of our classified stations we have a superintendent receiving \$1,800 who has direct supervision of some thirty-odd employees and the financial responsibility of many thousands of dollars per year; yet his salary is the same as that of the superintendents of the smaller classified stations.

Such conditions of necessity tend to cause those executives who have a greater responsibility to feel dissatisfied and to feel that they are not receiving adequate compensation for the responsibility that they assume, as compared to the executives with lesser responsibilities who receive the same salary.

We have other employees in this office who are not classified by the department as executives, but who perform a considerable amount of supervision. For instance, at the main office the clerk in charge in the evening has under his direct supervision approximately 25 clerks, yet his salary is no more than any clerks under his supervision. The clerk in charge in the morning has under his supervision approximately 20 men, yet he is not even designated as a special clerk and receives a salary of only \$1,500 per year, while he has clerks under his supervision who are designated as special clerks at a salary of \$1,600 per year.

Of course, you may ask why one of the special clerks was not assigned as clerk in charge. The reason is that there is a possibility of a special clerk being designated owing to his ability in distribution of mail, yet having no ability as an executive.

There is another phase of the executives' trouble that seems to be unfair and causes a considerable amount of complaint, and that is the fact that these executives are all on an eight-hour basis. Yet, in the event the needs of the service require that they work overtime, or on holidays or Sundays, no compensatory time or pay is permitted for this. If one of these executives has the misfortune to become sick, even though he has put in overtime, Sunday time and holiday time, he is docked for the time he is absent from his regular schedule.

There is a feeling among the post-office employees, that they have not been dealt with as fairly as other Government employees, in the matter of vacations, sick leaves, etc. Post-office employees are only allowed an annual leave of 15 days, not including intervening Sundays and holidays, which, as a rule, makes about 17 days. They are required to work a full 48 hours per week, whereas employees of other departments of the Government are granted 30 days leave of absence and 30 days sick leave, with full pay, and a 44-hour week. It does not seem fair to the average post-office employee that such discriminations should be permitted to prevail against him.

During the year 1918-19 this city, in common with the rest of the country, had an epidemic of influenza. During the fall and winter, I worked many hours in excess of my regular schedule, Sundays and at night, to maintain the service. Yet, in January, 1919, I was stricken with the influenza and was sick in bed for 10 days, for which time I was allowed no compensation, and there are many such instances that make men feel that their best efforts to the service are not appreciated.

In the 21 years that I have been in the service, this question of increase in salaries has been an open question and it seems to be unsettled still. A number of the larger industrial organizations have solved their trouble along this line by adopting what is known as the Dun, or Bradstreet index number system, having a minimum wage for all employees and, as the price of the necessary things of life increase, the salaries of these employees are increased in the same proportion. As the price of the essentials

of life decrease, this increased salary is reduced progressively as prices go down, until the minimum wage salary is reached.

There is a growing feeling and desire on the part of the postal employees, that the Government should provide an adequate retirement fund for old age, total disability, or partial disability. There has been no definite plan suggested, but it is the opinion of the employees that the Government might well take up one of the plans adopted by some of our leading commercial and civic organizations, or following the line of the War Risk Insurance. I am attaching hereto, a retirement bill that has been adopted by the city of Jacksonville. It might be worth your while to give same careful consideration.

I would like to state further, as a representative of the executives of this office, and I am only speaking for them, that there is a tremendous amount of criticism of the department for its failure to grant promotions and increases of salaries that are recommended apparently in accordance with law. As I understand it, the law provides that the stenographer in a post office the size of this, is to receive a salary of \$1,800 per year and it was so recommended by the postmaster, but the department saw fit to cut it to \$1,700. The foreman of our stamp division, if I have been correctly informed, is entitled to a salary of \$1,800 and it was only recently that the department would give him any recognition whatever, in the way of an increase, and this has been granted effective October 1, carrying his salary from \$1,500 to \$1,800 per year. There is not, in my opinion, a man in the financial service, that has a greater responsibility than the foreman of the stamp division. He has charge of the wholesale and retail stamp department and is personally responsible for an average of approximately \$50,000 per month. In the event that he makes an error, he is held responsible for it and must make it good to the department. A few shortages or one error may materially reduce the net earnings of his salary and it is the opinion that there should be some means by which those executives who handle finances and are held responsible for a strict accounting for same, might be protected in these shortages.

Of course, it is understood that, in the event it is found that a clerk is careless and incapable of handling finances, he should not receive this protection, but should be removed from that division.

I would like to say further, that the service to-day, as compared with what it was in 1914, is only about 60 per cent efficient. We have had a tremendous turnover in our organization. This is caused by the fact that many of the old and efficient employees who were familiar with the service, have resigned and entered into other lines of endeavor. I have in mind a number of instances, but I will name two; one was a clerk of the fourth grade, receiving a salary of \$1,200 per annum, who left to accept a position with the Standard Oil Co., at an entrance salary of \$125 per month.

Another case is that of a young man who left the service and went with the Shipping Board at a salary of \$8 per day and continued with them until last spring, when he returned to the service as a temporary clerk, the department refusing to reinstate him as a regular clerk. When he found that the department would not consider his reinstatement, he again left the service and entered the employ of the American Bakeries Co., at a salary of \$50 per week.

All of these conditions tend to make those that are in the service dissatisfied, and the turnover that we have had in the past does not seem to abate, as many of the older, experienced clerks, who are among the most faithful and efficient in the service, are resigning and entering more profitable and congenial occupations with outside commercial organizations. Of course these vacancies must be filled with new and inexperienced persons, and the service to-day in the Jacksonville post office falls far short of the standard of what it was a few years ago. It is not from a lack of interest on the part of the executives, but is caused primarily by this unstable, shifting organization, resulting from the continual resignations of employees who are not receiving salaries sufficient to provide themselves and their families with the necessary things of life.

I know that there are a number of employees who are remaining in the service to-day, looking forward to relief that they hope will be accomplished by your commission, and as surely, and as soon as it becomes definitely determined that no relief is to be expected from Congress, there will be a general exodus from the post-office service.

COPY.

An act providing pensions for employees of the city of Jacksonville.

Be it enacted by the legislature of the State of Florida:

SECTION 1. A pension fund is hereby created for employees of the city of Jacksonville, holding permanent positions, other than members of the police and fire departments, who may, while an employee of the city become incapacitated through injury, ill-health, or who shall after a number of years of service be retired and for their dependents, as hereinafter provided.

SEC. 2. Any employee of the city of Jacksonville, except members of the police department and fire department, who shall pay the assessments as provided herein, shall be permitted to participate in the fund herein and hereby created, but nothing herein contained shall be so construed as to require any employee to participate in the benefits herein and hereby conferred. All present employees participating herein shall receive credit for the time of their service: provided, such service shall have been without interruption not exceeding four months during any period of 12 months prior to the passage of this act. All present employees shall be required to file their written election with the city commission on or before 6 months from the date of the passage and approval of this act, in order to entitle them to participate in the benefits conferred by this act.

SEC. 3. All persons entering the employ of the city subsequent to the passage and approval of this act, shall be required to file their written election with the city commission on or before six months from the date of their employment, in order to entitle them to participate in the benefits conferred by this act. Any person desiring to participate in the benefits conferred by this act, shall sign an application within the time herein prescribed, on a form prescribed by the trustees hereinafter designated, which shall be considered their written election to participate in the benefits herein and hereby conferred. After the passage of this act, any person employed who shall have reached the age of 45 at the time of their employment shall not participate in the fund herein and hereby provided for.

SEC. 4. All employees except those now employed by the city, shall pass a medical examination. The pension fund shall consist of money derived as follows; at least 2 per cent of all salaries of employees holding a position under the city which entitles them to a pension under this act; and \$5,000 to be levied by the city in the 1919 budget; \$5,000 in the 1920 budget; \$5,000 in the 1921 budget; \$2,500 in the 1922 budget; \$2,500 in the 1923 budget, and provided that thereafter the city may appropriate such additional sums as may appear to the trustees to be necessary, or any portion thereof.

SEC. 5. The administration of this fund shall be in charge of the city commission of the city and the members thereof shall be known and designated as trustees of the pension fund. The trustees shall make all reasonable rules and regulations for their government, the treasurer of the city of Jacksonville shall be the treasurer for said board, and he shall give such bond as may be prescribed by said board. The fund shall be managed by said trustees and shall be invested in first mortgages on property in the city of Jacksonville, or in United States bonds, the validity of which investment shall be approved by the written opinion of the city attorney. The trustees shall not invest any of said fund so as to yield less than 4 per cent per annum.

SEC. 6. Employees who have been in the continuous service of the city for a period of 20 years, shall at their request be retired on a pension, which shall be 40 per cent of the average salary received by them for the last three years. They shall receive 2 per cent additional for each year of service over 20 years until same reaches a maximum of 60 per cent of the average salary received by them for the last three years. Employees who become, in the opinion of said trustees incapacitated for the performance of their duties, irrespective of the length of service, shall be entitled to a pension as provided in section 7.

Any employee who may have enlisted voluntarily or who was drafted into the service of the United States Army or Navy and later returns to the service of the city shall be given credit for the period of employment preceding such enlistment or draft provided, however, the time intervening between the date of such enlistment or draft and his return to the city employment does not exceed five years; and provided, that he shall return to city employment within 90 days after his discharge from the Government service, provided, that nothing in this section contained shall be construed as to permit of the retirement upon a pension of any employee prior to his becoming 55 years of age, unless such employee in the opinion of the board, shall become physically or mentally incapacitated from the performance of his or her duties, or unless the employee has been engaged for the term of his employment of 20 years in a character of employment which trustees hereunder may consider as hazardous.

SEC. 7. Employees entitled to a pension by reason of incapacity through injury or illness, shall receive an amount equal to and not to exceed 50 per cent of the average yearly salary received by them for a period of three years preceding retirement, provided that no person drawing a pension by reason of incapacity or illness from any source whatever, including the pension, receive an income exceeding the amount received as a salary at the time of his retirement, whenever same does exceed it, the amount of pension paid shall be reduced proportionately. The widow of an employee, without children, shall be paid 75 per cent of the amount of the pension which such employee would have received, until the widow remarries or dies. The widow of an employee with children under 16 years of age, shall receive the amount of the

pension which such employee would have received, until such widow remarries or dies, or the youngest child reaches said age. Children of any employee entitled to a pension under this act, who are under 16 years of age, shall each receive the sum of \$15 per month on the death of their father or mother, entitled to a pension under this act, or in the case of the death of such employee and his widow shall remarry, until they reach the age of 16 years, provided the amount paid such children shall not exceed the amount to which the widow would have been entitled. In case there is no widow or children and the father or mother of such employee is dependent solely on the earnings of such employee, he or she, or both, shall receive an amount equal to that which would have been paid to the widow under like conditions. This act shall apply to males and females alike whether specially mentioned or not, except that the husband of an employee shall not be entitled to a pension under this act unless he is incapacitated at the time of the death of his wife and then only so long as he continues in that condition.

SEC. 8. In case of the voluntary resignation of an employee all payments made by him to said fund shall be returned to him without interest, but when an employee is discharged, all payments made by him shall be refunded with interest at the rate of 4 per cent per annum. Any person receiving a pension under this act shall not be thereby barred from engaging in other business.

SEC. 9. Pensions under this act are not assignable or subject to any legal process.

SEC. 10. Pensions of an employee shall cease upon his conviction of a felony, except that the trustees, by a majority vote, may in their discretion, renew the pension of any person for good cause shown, or in behalf of persons dependent on him, for support as herein provided.

SEC. 11. Any employee who sustains injury in the course of his employment and institutes suit against the city therefor, shall thereby forfeit all of his rights to a pension under this act.

SEC. 12. No employee entitled to a pension under this act shall be discharged from the service of the city by the head of a department without the approval of the trustees of this fund.

SEC. 13. That all laws and parts of laws in conflict with the provisions of this act be, and the same are hereby, repealed.

SEC. 14. This act shall take effect upon its passage and approval by the governor or upon its becoming a law without such approval.

Approved May 24, 1919.

STATEMENT OF MR. C. B. McELROY, SUPT. OF DELIVERY, MACON, GA.

Mr. McELROY. Mr. Chairman, I had not intended to appear before the commission at all. I came to select a delegate to appear for the five States. We did that and I was not under the impression that I was to appear before the committee at all. I do not know anything that I could say that would add anything to what has already been said.

Senator MOSES. The next speaker is Mr. W. B. Bradford.

STATEMENT OF MR. W. B. BRADFORD, ASSISTANT POSTMASTER, CHARLOTTE, N. C.

Mr. BRADFORD. I will take only a few minutes of the time allotted to me.

I would like to call attention to the fact that an increase in salary is positively necessary to get the class of men the post office must have in its service. We have had positions revert to the department because of inability to fill them from the register, not having a register.

During the Christmas just passed, with the substitute's salary raised to 60 cents an hour, we were able to get students from Davidson College. We were not able to get them at the old rate, and without question we had the best temporary help this year for handling

the mail during the Christmas rush that we have ever had, which shows very conclusively that by paying a better salary you can get different men. Before, at 40 cents an hour, we got people of entirely different character, men not going to school, and this year we got college boys and, naturally, the college boy is trained better, and it was an entirely different proposition to what it was under the previous arrangement.

Senator MOSES. Your conclusion is, then, that the increases in salary already made have produced results? .

Mr. BRADFORD. Yes, sir.

Senator MOSES. And with the natural deduction that further increases would produce further good results.

Mr. BRADFORD. Naturally. The supervisories have not been increased in proportion to the increase in the amount of work. The work in my office, the business, amounts to four hundred thousand thousand, and with the war-saving stamps, five hundred thousand—nearly a million dollars handled in my office, and for that year my salary was nineteen hundred dollars. I do not think the commercial world would expect to get help—a supervisory employee—to assume a position of that character at that remuneration.

Mr. STEENERSON. Of course, you understand that the idea of Congress was that they must increase the small men in proportion. A man getting eight hundred or a thousand or twelve hundred must be increased very much more in order to enable him to live than would the higher salaried man. That was the theory—that the increase should be greater, the smaller the salary.

Mr. BRADFORD. Naturally a man getting eighteen hundred dollars is farther away from a living than a man getting two thousand, but the chances are that a supervisory employee, in a position that requires so much more——

Mr. STEENERSON. Based upon the value of his services, I think the claim is well founded, but this was an emergency that came on suddenly, and it was thought necessary to increase the low man more in proportion, because a man getting \$3,000 a year, for instance, was more apt to be enabled to live on that salary.

Senator MOSES. Thank you very much, Mr. Bradford.

The next on the list is Mr. Cumming Harriss.

STATEMENT OF MR. CUMMING HARRISS, ASSISTANT POSTMASTER, AUGUSTA, GA.

Mr. HARRISS. Gentlemen, we supervisory officials at the Augusta office feel that the salaries now paid to supervisory officials for the class of office of our size is not equitably proportioned, in that some of the higher-priced clerks are paid as much as the foremen, due to the fact that they get overtime, and due to the fact that the foremen get paid for Sundays and holidays, they draw as much and, in some instances, more than the superintendents and assistant postmaster. This does not apply only to the Augusta office. I am informed by a representative from Macon and from Montgomery that it applies at those offices, and I assume it applies equally as well to any office of the size of Augusta.

Then we feel that for us to carry on the service and give efficient service that we have got to have men that we can depend on, and that the clerks and carriers should receive substantial raises in salary so that once for all they will stop their everlasting talk about debts and put that time in the service. You would be surprised at the marked improvement in the substitute clerks since they received that 60 cent basis, and I think the same thing would prevail with the clerks and carriers were they paid accordingly.

We are seriously handicapped in Augusta in obtaining new men, either good or poor material. The Civil Service Commission has not furnished us an eligible list for the past two years of any size. The consequence is that we have to go out almost and trap young men and bring them into the service, and when we get them there and give them a scheme or a guide book to study, they say, "Good-bye," and they are gone, saying that they can earn as much or more in commercial fields without as much effort.

I think the suggestion I would make would be to start at the bottom; take the laborers and clerks, the substitutes and the carriers and then the supervisory officials and pay them on a basis that will be attractive not only to the ones in there, but that will bring new material in.

Another thing peculiar to our office is the fact that about 65 per cent of our clerks and carriers are over 40 years of age. There are 10 of them in there that have been in the service over 30 years, and some kind of retirement plan ought to be adopted to take care of these old employees, both for their sake and for the sake of the Post Office Department, so that we could get new blood into the system.

Mr. Harriss submitted the following brief:

BRIEF SUBMITTED BY MR. CUMMING HARRISS.

In behalf of the supervisory employees of the Augusta, Ga., post office, I am presenting these briefs to show cause why a substantial increase in salary should be made to these employees. I am dividing this argument into two main points: The high cost of the actual necessities of life, and the fact that the salaries paid in the post office will not at all compare with the salaries as paid by private businesses to those employees who have positions similar to the positions of post office supervisory.

THE HIGH COST OF LIVING.

Statistics show that the prices of the actual necessities of life have advanced 78.72 per cent, an advance all out of proportion to the minor increase made in our salaries. While these statistics show that the cost of living has advanced 78.72 per cent, it is manifest that the statistics were not compiled from the prices charged in Augusta, Ga., for the reason that the prices charged in this city have advanced on almost everything at least 100 per cent. To substantiate this with concrete evidence, the following is the prices charged on a few of the actual necessities of life in 1919 as compared to the prices in 1914:

	1914	1919
Grits.....per peck..	\$0. 25	\$0. 75
Butter.....per pound..	.35	.80
Flour.....per sack..	.75	1. 75
Bread.....per loaf..	.05	.10
Meal.....per peck..	.20	.70
Rice.....per pound..	.06	.12
Bacon (breakfast).....do....	.35	.70
Shoes (Crossetts).....pair..	4. 00	11. 00
Shoes (Nettleton).....do....	6. 00	15. 00
Suit of clothes (men).....	25. 00	\$50-\$100

We bear the same analogy to the Postal Service, as the manager or chief clerks do to their respective business. Take the manager away, or have one of poor ability, and the business will go to pieces. This same rule will apply to the Postal Service, regarding the supervisory employees. We are the men that supply the electric energy to the service; we are the ones that have to know how to manage the men under our charge. to get the best and most efficient work from them, and at the same time be able to keep down the ever bickering and discord in the service: we are the ones that the post-office inspectors call on for information of the service, and criticize on any delinquency made by any of the men under our charge. Rarely do we receive a compliment—though we sometimes justly deserve it, and it would serve as an inspiration. The post-office inspectors are usually hypercritical in their work, and it is rarely that criticism is directed at the postmaster, but we supervisory employees have to bear the brunt of it.

The public does not make great use of the office of the postmaster for the purpose of obtaining information on the Postal Service, but call over the phone either at the post office or at his home, some supervisory employee to give the information desired.

It was the supervisory force that held up the Postal Service to the standard at those post offices that had military camps; it was the supervisory force that had to work 14 hours a day, with a lot of inexperienced young ladies, some of them had never seen the inside of a post office before, to keep the service up to the standard. Without the supervisory force the handling of the military business, which almost trebled over night, would have been an utter failure.

In conclusion, the supervisory employees are very poorly paid, for the amount of knowledge required of them; the arduous duties that they have to perform, and the painstaking and persevering way in which they perform these duties. It is my opinion, leaving out the personal part, that the Post Office Department would receive ample return on the investment in the increase in salary. If substantial increase is not given, the private business concerns will be employing the best of the talent in the supervisory force, and then, again, in any event, our places will have to be filled at some time, and if the salary is not attractive, there will not be the right material to pick from, as the salaries paid in the service now as a whole is very poor, and young men of ability will not be attracted to the Postal Service.

Salaries paid by some private concerns.—Merchants Bank, tellers and bookkeepers, \$200 per month and yearly bonus; last year it was \$500 to each employee. J. B. White & Co., managers of departments, from \$3,500 to \$4,000 per annum; some salesmen at \$160 per month; clerks in office, \$127 per month. Georgia Railroad, chief clerks, \$200 per month; cashiers, \$125 to \$150 per month; bookkeepers, \$150 to \$190 per month, with time and half for overtime net about \$150 to \$350 per month; conductors, \$150 to \$350 per month; laborers average about \$3 per day. Sibley Manufacturing Co., managers, over \$3,000 (exact amount could not be learned); superintendents, \$4,000 per annum; overseers, \$2,500 per annum; in addition to the salary, houses are furnished free of rent, including electric light, gas, and water, coal at cost to the company; this will net them more salary than above. John P. King Manufacturing Co., pay practically the same as the above, and also furnishes houses, etc., free. The Bureau of Internal Revenue pays \$2,100 to deputy collectors and more than this to the other employees.

City of Augusta:

Present pay in the Augusta (Ga.) post office.—Assistant postmaster,¹ \$2,100; superintendent of mails,¹ \$1,900; foreman, \$1,800; cashier, \$1,800; special clerks, \$1,600.

Salaries that should be paid.—Assistant postmaster, \$3,400; superintendent of mails, \$2,700; foreman, \$2,400; cashier, \$2,500; special clerks, \$2,000.

Senator MOSES. The rest of the commission having abandoned me, I think the best thing we can do is to settle this whole thing among ourselves. The next speaker is Mr. F. H. Ellis.

¹ The assistant postmaster and superintendent of mails received a \$200 increase on July 1, 1919, due to the fact that the salary of the postmaster was increased from business received from a military camp. Next July the salary of the postmaster will be reduced to his former salary. The salary of assistant postmaster and superintendent of mails will naturally also be reduced. This reduction will place them on an equality with the foreman. There is no comparison between the duties of the assistant postmaster and superintendent of mails and the duties of foreman. The basic salary of the assistant postmaster and superintendent of mails is \$1,700 and \$1,500, respectively.

**STATEMENT OF MR. F. H. ELLIS, SUPERINTENDENT OF MAILS,
ATLANTA, GA.**

Mr. ELLIS. Mr. Chairman, I have filed a brief which covers in detail the ideas of the supervisory force of the Atlanta post office as to what they would wish from the commission. There are a few things I would like to mention.

One of them is the Post Office Department's present system of determining what compensation supervisors will get according to their own notion. The superintendent of mails in Atlanta in 1915 received \$3,000. The basic salary now is \$2,700. I believe that there should be a receipt plan of classification to do away with this inequality. The receipts of the Atlanta post office are \$2,600,000. In offices with receipts that are less, I understand, superintendents of mails are getting three thousand and twenty-eight hundred. The assistant superintendents of mails in some of these offices, I understand, are getting twenty-six and twenty-seven hundred and twenty-four hundred dollars. The assistant superintendent of mails in our office is now allowed but \$2,000 basic salary. They give him a \$200 bonus, which makes \$2,200.

Senator MOSES. In other words, you are opposed to any discretionary power on the part of the department.

Mr. ELLIS. I do not believe there should be discretionary power for the same size offices, for the reason that the supervisors in an office of the same, either in Georgia or Missouri, would have identically the same duties. I do not think there would be any difference worth mentioning in either place, and I believe the salaries in both Missouri and Georgia should be the same as to the different grade supervisors. Of course, there should be a distinction in salary between the rank and file of supervisors.

The other matter I wish to bring to your attention is that of special clerks. That is also in our brief. In the Atlanta office I believe there should be two grades of special clerk, one grade of special clerk for special, meritorious service and ability, after the clerk has reached the maximum clerk grade. The second would be for men who have been promoted for exceptional ability and who also possess executive ability. That would be something by which the department could hold these men and recognize ability in the absence of a supervisory grade being vacant. I believe it would work out both ways—to the advantage of the men and to the advantage of the department.

The last thing I will speak about is the question of night work, which was also discussed by the clerks. It is of vital importance to the supervisors as stated by the gentleman who preceded me. A supervisor can not do very much unless he can get a good alignment of assistants under him and sufficient help to do it. One of the greatest drawbacks of the Postal Service (I think any supervisor will tell you this, I haven't talked with any who has not agreed with me in it) is the night work which all new men are compelled to do when they come into the service. We bring them in and tell them they will get a salary of 60 cents an hour as a substitute, and we tell them they will have to work night work, but they do not realize fully what that means. The majority of runs are from 2 until 10, 3 until 11, or 4 until 12. If the man is a single man, this does away entirely with

his recreation. Unless we can offer them some inducement to make night work attractive, I believe that the night-work proposition is going to be a more serious handicap in the future than it has been in the past.

Senator MOSES. Your suggestion would be more pay?

Mr. ELLIS. My suggestion would be to give them a 45-minute hour, which would be equivalent to that.

Mr. Ellis submitted the following brief:

BRIEF SUBMITTED BY MR. FRANK H. ELLIS.

The reason for submitting this brief is to call to the attention of the commission the low salaries paid supervisors in the Postal Service in comparison with that paid for similar positions in the commercial world.

The receipts for this office during the last year were \$2,611,541.85 (Dec. 1, 1918, to Nov. 30, 1919).

The number of employees were: Clerks, 208; substitute and auxiliary clerks, 117; carriers, 116; substitute carriers, 35; rural carriers, 5; laborers, 10; special delivery messengers, 60; making a total of 551 employees.

In addition to business conducted by this office we are also designated a State depository and over \$22,000,000 were cleared through the cashier's office in this post office last year.

This office respectfully submits to the commission the difference in cost of living in January, 1915, and January, 1920, presenting at end of this brief a table showing difference in prices in 1915 and to-day.

The basic salaries for supervisors in this office are as follows:

Assistant postmaster, \$3,000. In 1915 the salary was the same as to-day, \$3,000.

Of course it is realized that the assistant postmaster must be a man capable of performing duties of the postmaster in his absence and is directly over cashier and superintendent of money-order department. He is responsible for all finances of the office. He is required to carry \$34,000 bond, at an annual expense of \$34.

Superintendent of mails, \$2,700. Salary in 1915, \$3,000. The superintendent of mails is in charge of the carriers and a majority of the clerical force. In fact, 90 per cent of employees in the office are under the superintendent of mails. He is charged with maintenance of service and character of force in general and is responsible for manner in which practically all expenditures of department are made.

Assistant superintendent of mails, \$2,000. Salary in 1915, \$1,800. Assistant superintendent of mails is, as the name implies, assistant to the superintendent of mails, and should be able to take over his duties.

Superintendent of motor-vehicle service—a new branch that has been established since 1915—has duties similar to assistant superintendent of mails in charge of vehicle service of office. His position is a very responsible one, as this branch of the service is one in which there may be large expenditures or large savings in accordance with character of the man in charge.

Superintendent of money-order division, \$2,200. Salary in 1915, \$2,200. The superintendent of money-order division is a man who must be responsible for financial condition of office as well as being an executive to maintain discipline in organization of his division. This division cleared over \$6,000,000 during last year. The superintendent of money-order division is required to carry a \$7,000 bond at an annual expense of \$7.

Foremen, \$1,600. Salary in 1915, \$1,500. The foremen's duties are very responsible, inasmuch as they are in direct contact with different forces, and shaping of men in Postal Service is entirely in their hands. They must be men capable of taking care of both department's interest as well as men themselves. They should also be men capable of filling higher positions when they become vacant.

Cashier, \$2,400. Salary in 1915, \$2,400. The cashier's position in post office is one of large responsibility, as he is charged with handling of large amounts of money. Through the cashier's office of this office last year were placed \$22,000,000. He is also charged with conduct and discipline of office force under him, which makes the position require a man of executive ability in addition to ability to assume financial responsibility. He is required to carry \$34,000 bond at an annual expense of \$34.

Assistant cashier, \$1,600. Salary in 1915, \$1,500. The assistant cashier is, as name implies, jointly responsible with cashier for conduct and responsibility of that division. He must be a man sufficiently trained to assume responsibility of cashier.

Bookkeeper, \$1,800. Salary in 1915, \$1,800. The bookkeeper has, as name implies, a position requiring an expert bookkeeper who must keep all departmental rulings and regulations current, in addition to expert knowledge of bookkeeping. He also renders all accounts to auditor.

Superintendent of stations, \$1,600. Salary in 1915, \$1,500. The superintendent of stations is required to perform the functions of postmaster in an independent office. He must have a knowledge of all branches of the service and be able to deal with the public and take care of finances.

Examiner of stations, \$1,700. Salary in 1915, \$1,500. This position is one that requires a man familiar with different branches of service. He must have executive ability sufficient to issue instructions to all stations as to their conduct, etc. This position is one of much importance and requires an exceedingly apt person to perform these duties intelligently.

Another feature to be given consideration is title of special clerks. This title, in the opinion of this office, is very necessary, and it is believed that at least two grades should be maintained, one being \$100 higher than highest clerk grade, the other being \$200 higher than highest clerk grade. Special clerk is the only means of recognition that can be given to a man of exceptional ability when no supervisory places are open. In practically every instance supervisors have risen from grade of special clerks. It is an inducement for clerks to go on and do better after he has obtained highest clerk grade.

Attention of the commission is further called to title of stenographer in post office. Everyone who uses a typewriter or takes dictation is not titled as a stenographer. In this office at present time there are only three stenographers. One is private secretary to postmaster, one other is secretary to assistant postmaster, the other is secretary to superintendent of mails. This position requires a knowledge and ability of a thoroughly trained secretary and relieves the officials named of the majority of detail and unnecessary work. We believe that stenographers should be classed as supervisory positions and paid proper salaries, or that they should be titled chief clerks and rank with foremen.

In order to give the commission an idea of some of the salaries being paid in the commercial world in this city, the following are furnished:

One of the telegraph companies was consulted and the following information furnished: \$3,600 is paid to their superintendents, \$3,120 to chief operators, \$4,200 to their auditors, \$2,100 to chief clerks, and \$3,300 to superintendents of traffic. Notwithstanding that responsibility of our supervisory positions would average up with any of the above named positions, there is only one place that is not paid higher than any of our post-office salaries.

A large dry goods house was asked to give salaries, with the following results: The manager is a large stockholder in the concern and therefore would not give his salary. However, he advises that each one of his department heads receives \$4,200 salary, with about \$2,000 a year bonus; head salesmen in different departments receive \$2,400 and bonus; shipping clerk's salary, \$2,700 and bonus; assistant auditor, \$4,200 and bonus. Auditor is a member of the firm; salary not given.

Two large building contractors and engineers give information to the effect that their superintendent of construction receives \$3,600 per year; their cashier, who handles only into the thousands, receives \$2,400; draftsman, \$2,400; chief engineers, \$5,000; auditors, \$2,700.

One of the telephone companies gives information that their commercial manager receives \$350 per month; assistant manager, \$250 per month; cashier, handling less than \$3,000,000, \$200 per month; disbursing clerks in cashier's office, \$175 per month; traffic chiefs, \$300 per month; assistant traffic chiefs, \$325 per month.

The Atlantic Steel Co. advises that they have raised all of their supervisory positions 100 per cent within the last five years.

A large electric and power company of this city gives their department manager \$4,500; assistant manager, \$3,500; cashier, \$4,000; line department foreman, \$2,400.

While all of the above firms are willing to give information furnished as stated above, they do not care that their figures go in print. Therefore they request that their names be furnished the commission on request.

The following is a comparison of figures as to cost of living and house rent as increased between January, 1915, and December, 1919. The figures were obtained in the following manner:

The Atlanta Journal for the month of January, 1915, is on file in Carnegie Library, this city. The advertisements were taken from this paper and compared with present day advertisements, with following results:

	Prices, 1915.	Prices, 1919.
Prunes.....	pound.. \$0. 10	\$0. 20
Oatmeal.....	package.. .08	. 15
Eagle milk.....	can.. .10	. 25
Irish potatoes.....	peck.. .23	. 68
Cotton bloom.....	10 pounds.. .79	2. 34
Lard.....	do.... 1. 14	3. 10
Oysters.....	quart.. .30	. 75
Maxwell House coffee.....	pound.. .28	. 60
Sugar.....	25 pounds.. 1. 31	5. 25
Creamery butter.....	pound.. .35	. 73
Round steak.....	do.... .15	. 35
Loin steak.....	do.... .17½	. 40
Apples.....	peck.. .29	. 90
Eggs.....	dozen.. .25	. 85
Flour.....	24 pounds.. .69	1. 65
Sweet potatoes.....	peck.. .19	. 40
Rice.....	pound.. .07	. 17
Cheese.....	do.... .19	. 40
Pork roast.....	do.... .15	. 35
Coal.....	ton.. 4. 50	9. 75

Increase of 159 per cent.

Renting:

	Prices, 1915.	Prices, 1919.
7-room house (W. E.).....	\$27. 50	\$37. 50
5-room house (Washington Street).....	22. 50	32. 50
8-room flat.....	20. 00	40. 00
12-room (421 Capitol Avenue).....	30. 00	40. 00
8 rooms (28 East North Avenue).....	55. 00	80. 00
7 rooms (401 East Fair Street).....	30. 00	40. 00
10 rooms (217 Juniper Street).....	60. 00	110. 00
8 rooms (furnished), (between Peachtrees).....	50. 00	110. 00

Increase of 66 per cent:

Shoes and clothing have increased over 100 per cent.

As an example I wish to quote herewith the cost of actual necessities for living for a family of four in Atlanta, and these figures can be verified, not only by any one in the Postal Service but by reference to people out of the service:

Rent, \$35 (this is based on living in the suburbs, and having to pay car fare, as rent in the city is higher); light, \$3 (this is based on averaging 10 different monthly light bills); gas and fuel, \$10; ice, \$3; laundry, \$10 (this means that a great deal of the laundry work is done by the wife); food, \$80; car fare, \$6; insurance (fire, life, accident, etc.), \$6 (this is inadequate); total, \$153 (this allows for no sickness or education of children).

In conclusion, we will respectfully ask that the commission grant us in salary from \$5,000 for assistant postmaster down to not less than \$2,400 for foremen and secretaries (stenographers).

Briefs were submitted by J. W. Scott, Atlanta, Ga., and C. T. Reisner, Waco, Tex., as follows:

BRIEF SUBMITTED BY MR. J. W. SCOTT ET AL., OF ATLANTA, GA.

The special clerks in the Atlanta (Ga.) post office beg leave to submit to you a short statement of the compensation paid them and to set forth their reasons for making a plea for an increase.

As you know, gentlemen, the title of special clerk is only conferred upon a post-office employee after many years of hard work and study. During that time he is obliged to have mastered the essential duties, knowledge of schemes, etc., incumbent upon the regular employee in the Postal Service, and not only that, but to have shown in the general performance of work and in conduct an aptitude for some special line of achievement, as well as executive ability and qualifications, looking forward to a time when he may be called upon to fill a supervisory position.

This employee is a "specialist" in the full and true meaning of the word. In every field of endeavor, including industrial, commercial, and professional life, the specialist is recognized, and it was this reason on the part of Congress which caused that body

to establish the grade of special clerks in the Postal Service and to award every first-class post office a certain number of special clerkships in order to have certain clerks who would be educated, trained, and equipped for certain special positions which, though not in a grade of supervisors, are certainly in a higher grade than ordinary clerks and which are, on account of their responsibilities and special duties, worthy of a higher remuneration. Many of these special clerks, in addition to the responsibilities as to the conduct of their work, have very heavy financial responsibilities.

This, gentlemen, is the only goal to which a clerk with any ambition, with any special education or ability, has to strive, as there are comparatively few supervisory positions in the Postal Service. This is the reward he expects to attain in payment for his years of faithfulness, good behavior, and special effort.

For the above reasons, and because of the inadequacy of the salary we now receive to combat the present conditions and to provide in any befitting manner for those who are dependent upon us, and last, but not least, because of our inability, on account of our meager salaries, to provide the proper amusements and recreations that go to make a healthy body and satisfied mind, which are the prerequisites of accomplishment of the best and most successful results, we ask that the salary of a special clerk in the Postal Service be made in grades of \$100 and \$200 per year higher than the maximum salary of a regular clerk, feeling that no less difference would be commensurate with our duties and responsibilities which are in addition to those of a regular clerk.

J. W. SCOTT,
A. E. RAGSDALE,
S. E. KNOX,
Committee.

BRIEF SUBMITTED BY C. T. REISNER, OF WACO, TEX.

The supervisory clerks of Waco (Tex.) post office wish to file the following brief for your earnest attention and consideration:

The proper conduct of the Postal Service is dependent upon the intelligence displayed by the supervisory official from the assistant postmaster down to the humblest employee. It makes no difference where the exigency arises, immediately the employee looks to the man who is in charge for instructions.

As regards the responsibilities of these men, financial and otherwise, if they were employed in the commercial and industrial field, having like positions, would command salaries 100 per cent greater than now received.

You are urgently requested to give consideration to the present low scale of wages paid supervisory clerks with a view to making these positions compare more favorably with like positions in the commercial and industrial world.

FOURTH-CLASS POSTMASTERS.

Senator MOSES. Congressman Bell having returned to the chair he has thwarted our scheme to end this whole thing among ourselves, so we will have to go on with the hearing. Mrs. Lottie C. Reid, representing the fourth-class postmasters, will be next.

STATEMENT OF MRS. LOTTIE C. REID, POSTMASTER AT ODENVILLE, ALA.

Mrs. REID. Gentlemen, I just want to convince the commission that the fourth-class postmasters have to work. A great many people seem to have an idea that there is not very much to do in a fourth-class post office and that there is not a great deal of responsibility, but I want to assure you that there is. Last year I handled in my office about \$18,000 in money-order business and about \$1,300 in the postal business—something like that.

A fourth-class postmaster has to be conversant with the law and has every department to deal with that a first-class office has to deal with, with perhaps the exception of the savings account.

I want to say something with reference to the fact that the fourth-class postmaster is required to give to the richest Government on

earth rent, fuel, and light. We are required to provide that as well as equipment, and when we provide equipment we naturally take some pride in our offices and want to provide equipment that will be a credit to the Government and ourselves as well, and it requires some little expenditure to put that equipment in. When we rent out boxes we are required to enter the rental as a part of our postal accounts paid to the Government when, as a matter of fact, it is provided out of our own pocket. My own salary for three months of the past year—and this is with reference to the time prior to July 1—for three months amounted to \$68 and a fraction a month, and you can readily understand that it is not possible to live and support a family on that small amount. Last year it was absolutely necessary for me to stop my daughter from taking music lessons, and I was unable to meet a good many obligations that I feel were very necessary.

I want to say that the postmasters of Alabama, representing the National League of Postmasters, heartily indorse the salary plan as filed with the commission through that league.

STATEMENT OF MR. BEVERLY H. TUCKER, POSTMASTER AT CALHOUN FALLS, S. C.

Mr. TUCKER. Gentlemen, it seems to me that a lot of people have got a wrong impression of the duties of a fourth-class postmaster. I wish to speak just a few minutes about the duties of a fourth-class postmaster.

One day about two months ago I thought I would take a note of just what I did in the office. Of course, I could not count the questions I had to answer about the general delivery. The first thing that came up I had to walk 2 miles to deliver two special deliveries, and I handled 1,822 pieces of mail, 7 registered letters sent out, 4 C. O. D., issued 32 money orders, and 6 parcel post packages, and there were 32 lock sacks and 28 draw sacks that I handled daily.

In regard to the equipment of the office, we rent our own building or own it, furnish our own boxes, light, heat, chairs, and tables, and the box rent is turned over to the Government to be applied on our compensation and, of course, the maximum compensation is eighty-three and a third dollars a month, and we work about 12 to 14 hours. The way I figure it out, I get about 26 cents an hour. What you call the average fourth-class office gets about 15 to 16 cents an hour and a small office, of course, gets about 8 or 10 cents an hour. The boys and girls 16 years old in the cotton mills get 28½ cents an hour.

That is one of the conditions that the fourth-class postmasters work under. Some people have the idea that they have plenty of time to run other businesses in connection with the office, but I believe that you will agree that after you have handled 32 sacks of mail, and have fixed up mail for the direct pouches for nine different post offices over a route of 66 miles a day, with the other duties of the office, you won't have time to do much work in the way of other business in connection with the post office.

Mr. Tucker's brief follows:

BRIEF SUBMITTED BY MR. BEVERLY H. TUCKER.

Since we have a representative here from South Carolina to speak for the third-class and the central accounting postmasters, I shall try and represent the fourth-class postmasters.

Having been connected with a fourth-class post office 11 years (6 years assistant postmaster and 5 years postmaster) has put me in possession of no little amount of experience of the work and duty of the fourth-class postmaster. But even with this experience I am certainly rushed from 12 to 14 hours every day during the week in order to attend to the duties of the office.

About two months ago I decided to take note of some of the duties performed for one day. Of course I did not have time to count the calls at the general-delivery window; but I remember walking about 2 miles delivering two special-delivery letters, 1,822 pieces of mail handled in receipt and dispatch of mail, excluding several heavy parcel post packages, 6 letters registered, 4 C. O. D. parcels delivered, 6 insured parcels dispatched, 23 money orders issued, 32 lock pouches, and 28 draw sacks handled in receipt and dispatch of the mail. This was not an extra busy day either. As we are required to remit all money order money promptly, I had to walk another mile to get a \$200 check, have the trouble of making record of the money orders, and get a daily average of 37 cents for the money order end of the office work.

I might mention some of the office equipment we are required to furnish, which includes a building, light and heat, tables, chairs, safe, if you are able to buy it, cabinet and lock boxes, and keep the boxes in good repair, and then at the end of the quarter turn the box rent over to the Government to be applied on our compensation. And then we get from \$7 to \$83.33½ per month. The maximum compensation allowed the fourth-class postmaster will average 26½ cents per hour for his services. Then there comes what we might call the average fourth-class post office, where the postmaster receives from 12 to 15 cents per hour, and in the smaller post offices the postmaster receives from 6 to 8 cents per hour. There are plenty little boys and girls working in the spinning rooms of our southern cotton mills making 28½ cents per hour. And yet the postmaster is a responsible person and is expected to be one of the leading citizens of the community.

Gentlemen, if there was just two or three fourth-class postmasters in each State working for this unreasonable low compensation, there might be an excuse for overlooking the matter. But I should like to impress upon you the fact that there are thousands to-day spending from 12 to 14 hours in an office and receiving less than a child's pay. Required to stay by the job 7 days a week, 365 days a year, with vacation never.

This trade drawing and storekeeping business in connection with the postoffice has no foundation now. After having enumerated some of the duties of the fourth-class postmaster, I think you will readily admit that there is no time to operate any other business in connection with the post office. The office in a store "stuff" some people harp on is out of date and even out of the question. They might have gone together 2 years ago, but they will not mix now. By time we are through with freight and express parcel post mail, revenue, war savings, and thrift stamp business, cashing Liberty bond coupons, give a little information to Army and Navy recruits, and the various other duties connected with the office, and then talk about keeping a store? Impossible. You can't serve these two masters.

Gentlemen, we are human, all we want is common justice, and we appreciate this opportunity to let our needs be thoroughly known, and may I urge that you remember this: Long hours we work, less than a child's pay, expense of equipping an office, vacation never.

STATEMENT OF MR. J. P. STOCKTON, POSTMASTER, ELLENBORO, N. C.

Mr. STOCKTON. Gentlemen, it is not necessary for me to state what class postmaster I am. All that it is necessary for me to do is to state my salary. I have been in the service something like five years, and for the year July 1, 1914 to June 30, 1915, my compensation was \$640.87, my expenses \$80—that is rent, light and fuel. I have two rural carriers; one receives \$1,772 a year and the other

\$1,796. They go out and serve their route and are out from three and four to seven hours a day and when they return, they turn their money, money orders and everything else over to the postmaster who is responsible for it, and they can go home, while, at the same time, I get to the post office at 7 o'clock and serve from 12 to 14 hours per day. I believe that is all I have to say with regard to the matter. I filed a brief with the commission this morning.

The brief referred to follows:

Through our North Carolina representative, Mr. John P. Stockton, we submit the following brief to your honorable body in behalf of the fourth-class postmasters of North Carolina.

The fourth-class post offices constitute what is doubtless the most important branch of the United States Postal Service in many respects, because these offices serve the great host of country people, our rural population constituting a large majority of the population of the country.

The postmaster at a fourth-class post office receives his appointment from the Postmaster General as a result of a civil service examination embracing the same features of the examinations required for the appointment of rural carriers, clerks in first and second-class post offices and city carriers. In addition to the subjects of these other branches of the service, the fourth-class postmaster has to stand examination on accounts (bookkeeping).

The present method of determining the compensation of postmasters at fourth-class post offices was authorized by act of Congress of March 3, 1883, and it allows the postmaster a certain percentage of the cancellation of stamps on mail matter actually dispatched from his office. Under the said act, his compensation is limited to \$1,000 per annum. Under this act, the postmaster must rent a suitable building in which to keep the post office, paying the rent himself. He must buy a post-office cabinet of sufficient capacity to accommodate the mail received and dispatched through his office by his patrons. He must buy the other office equipment (safe, desk, chairs, stove, etc.) necessary for the proper conduct of his office. Also, he must furnish lights and fuel for himself and also for his subordinates (rural carriers) when they are on duty in the post office. He must procure his own clerks and pay for their services out of his own pocket. All these expenses must be borne by the postmaster himself under the act of March 3, 1883.

At the time when this act was passed (nearly 37 years ago), it was doubtless satisfactory, as every community then had its own post office, which was kept in one corner of the community store, and there was only one mail each day—sometimes only one or two mails each week. Then the duties of the postmaster were very light indeed, and the commission basis was the best method of compensating him. But some 20 years ago rural delivery became an established feature of the Postal Service, since which time practically all of the old-time country store post offices have been displaced by rural free delivery routes.

Since the inauguration of rural delivery and the advent of the parcel-post system, with its insurance and C. O. D. features, the work of the postmaster in a fourth-class post office has increased 500 per cent, and there has been practically no increase in the compensation of the postmasters themselves, as at least nine-tenths of the parcel post mail handled, as well as the other mail, is mail received for delivery, for handling which the postmaster receives no compensation whatever, as the stamps which carried this mail, were cancelled at the office of mailing, which is usually a large city post office where the clerks are paid living wages for their work. Fully nine-tenths of all mail handled at fourth-class post offices is that which is received for delivery. The wage of the postmaster being determined by certain percentages of the value of the stamps on mail matter actually mailed at his office, makes his position at best a precarious one, as his compensation is an insignificant uncertainty and is limited to \$1,000 per annum.

In 1883 there was no money order system. The proper conduct of the money order business at a fourth-class post office requires a finished scholar, as he must keep an intricate system of books accurately posted daily. At an office where the gross receipts are as much as \$1,000 per annum the postmaster writes about 2,000 money orders each year. In the first place, he makes out nine-tenths of the applications from which the orders are written. Then he writes the order itself; at the close of business each day he again writes the order in his book of money orders issued; when the order is presented for payment, he writes all the particulars in his book of paid orders; every day he must keep up his cash book (double-entry bookkeeping here); 2,000 money orders represent from \$10,000 to \$15,000 in money order funds. The

postmaster is held strictly accountable for these funds, and must make out usually from three to five remittance letters each week, in order to keep the funds remitted and thus protect the department against burglars. He must keep a fire-proof safe (reasonably burglar-proof, also) to keep the Government funds in which he can not keep deposited. Every month he must make out a difficult money order account, usually having from six to ten or twelve columns to add correctly. These columns are 53 numbers in length and must be accurately added. The postmaster is also held responsible for the books of blank money order forms, a supply of which must be always kept on hand. For writing these 2,000 money orders and doing all the work accruing in connection therewith, the fourth-class postmaster gets just \$60 for the entire year's work, or \$5 per month. Making out the monthly report alone is worth twice this monthly sum of \$5.

Since 1883, as stated above, the rural free delivery system has been established. At most country fourth-class post offices there are from one to four rural carriers. Under the law these men are subordinate to the postmasters and must obey their orders. The rural carriers are now paid all the way from \$1,700 to \$1,988 per annum. They usually make the circuit of the route in from 4 to 7 hours, after which their responsibility ceases. The remainder of the 24 hours each day they may devote to other business or to their families and the pursuit of pleasure. The postmaster is held strictly responsible for the work of these rural carriers. After they return from serving their routes, the postmaster is required to serve their patrons until they again start with the mail the next day. Oftentimes the postmaster delivers two-thirds of the mail of a rural carrier—sometimes practically all of it—for which he gets nothing, the rural carrier getting the pay, the postmaster doing the work.

As stated above, the rural carrier gets all the way from \$1,700 to \$1,988 a year for from 4 to 7 hours' work. He gets an annual vacation of 15 days each year, with full pay. Also, on holidays he goes in his automobile (practically all rural carriers have their own private automobiles) to some place with his family on pleasure, and the postmaster has to deliver his mail to the route patrons.

Often the fourth-class postmaster, having one or more rural carriers under his supervision, does not receive more than \$500 for his entire year's work, the carriers (his subordinates, for whom he is held responsible) getting more than three times as much as he gets. He has all the responsibility, they have practically none. He has more brain work in one week than the average rural carrier has in 12 months. The very fact that the postmaster in a fourth-class post office is obliged to work with men who are his subordinates at a salary less (many times less) than the salary of those subordinates, makes his position intolerable. It is a condition unparalleled in the world. In every other establishment on earth the head of the business receives a greater wage than those working under him. And the fact that these postmasters (who are the cream of the land when it comes to intellectual, social, and moral worth) are compelled to work daily with men whose wages are so much greater than theirs is without doubt the most grievous wrong in connection with our whole governmental system to-day. Public sympathy is all with the poor postmasters. Public sentiment is going to demand, sooner or later, that the wage of the postmaster must be, shall be, as great as that of his subordinates. Every principal of justice in heaven and on earth demands it.

Under the workings of the present antiquated and obsolete method of determining the compensation of fourth-class postmasters it is an easy matter for one person or a great number of persons to reduce considerably the little wage the postmaster should receive by refusing to mail their letters and parcels with him, mailing them instead on the train or at another post office. This is frequently done. Because of some real or imaginary grievance certain parties will mail their letters at other offices or on trains, thus cutting down the salary of the postmaster, who is required to deliver their incoming mail for nothing.

It would be altogether as just, altogether as reasonable and fair both to the Government and to the employees, if rural carriers or city carriers were to be paid on a commission basis, as it is to pay their superior officers in this way. It would undoubtedly be just as fair to require that rural mail routes shall be self-supporting as to require that fourth-class post offices shall support themselves. There are rural carriers now serving standard daily rural routes who do not get business for the Government amounting to more than \$75 per annum. If the Government can afford to pay these men \$1,700 to \$1,988 per annum for getting business amounting to no more than \$75 annually, it can afford to pay every fourth-class postmaster in the United States a salary of \$1,800 a year, as the postmasters get business for the Government amounting to thousands of dollars. At a \$1,000 post office the postmaster usually handles all the way from 20,000 to 100,000 pieces of mail each month. Rural carriers handle an average of 5,000 pieces each month.

The fact that a fourth-class postmaster has to work every day with men who get from \$1,700 to \$1,988 per annum, while the postmaster works on a commission basis, like a fruit-tree agent, for the same Government, in the same department, and gets an insignificant uncertainty—probably \$30 one month, perhaps \$40 the next—makes his position cruelly miserable, absurdly unjust. His subordinates, who are so well paid, are tempted to look upon him as an underling. Usually they do regard him as an underling, far beneath them, if they are of that kind of a disposition, but the postmaster bears it all with patience—he has learned to exercise patience. Often the postmaster himself feels like an underling while working with such subordinates. The subordinates themselves are prone to be insubordinate. There can never be that satisfied feeling, that spirit of harmony, in fourth-class post offices that should obtain, until the postmaster's salary is raised to the equal of the salary received by his subordinates (rural carriers), and until he is allowed the same annual vacation they receive, and all other privileges and benefits which his subordinates may enjoy.

The American people want efficient service. They are willing to pay for efficient service. They can not have it—that is, the majority of our people can not have efficient service, this majority living in rural sections—unless harmony and satisfaction shall obtain in fourth-class post offices, which can not be until the postmasters' wages equal the wages of the men working in these offices under the postmasters. The rural carrier's conditions of living, expenses, and work compares with the fourth-class postmaster. The carrier is no better by nature than his superior officer, he is no more loyal or efficient in his work for the Government. Both classes must stand the same grade of civil-service examination. Both live in the country together. The cost of living to both of them is the same. Their expenses are practically the same.

If the Congress can vote an appropriation of \$75,000,000 to pay the 45,000 rural carriers, and the people not grumble, it can vote an appropriation of \$75,000,000 to pay the 45,000 fourth-class postmasters, and the great American people will never grumble. In this new age our people demand efficiency. They are entitled to it. It is up to the joint commission to say whether they may have it in the great rural districts, as this commission must, by its recommendations, bring about harmony in fourth-class post offices if this efficiency may be secured.

Speaking for the 1,500 fourth-class postmasters in North Carolina, we ask that these worthy public servants, who never murmured when one after another the great burdens of war were heaped upon them without remuneration. We ask for these a salary of \$1,800 per annum at every fourth-class post office where the gross receipts shall be \$1,000 per annum. We ask, further, that every fourth-class postmaster shall be allowed 15 days' annual leave with full pay and 15 days' additional sick leave with full pay. We ask, further, that they shall be allowed \$10 monthly for every rural carrier attached to their offices, the postmaster to be paid \$10 each month for the supervision of these men and the responsibility for their work.

We ask, further, that the salaries of all postmasters shall be determined in accordance with the salary plan of the National League of Postmasters of the United States with \$1,800 for the office where the gross receipts are \$1,000 per annum as a basis for determining the salaries of those whose gross receipts are more or less than \$1,000 per annum. We ask, further, that every fourth-class central accounting postmaster shall be allowed \$5 monthly for each district office under his supervision. We ask, further, that fourth-class postmasters shall be retired after 20 years' satisfactory service, on a 50-50 basis. We ask, further, that fourth-class postmasters shall be given a working day of 8 hours within 10 hours, and that they shall receive pro-rata pay for all overtime duty.

We ask, further, that postmasters at fourth-class post offices shall be retired on a 50-50 basis after 20 years' satisfactory service, and that the entire time spent by them in the postal service shall be counted in determining whether they are entitled to the retirement privilege, whether this time shall have been continuous or not.

Our reasons for asking these things are outlined in the following statements:

1. During the past three years the cost of living has trebled in all sections of our country.

2. During this same three-year period the wages of every class of workers except third and fourth class postmasters have been increased from 50 to 200 per cent, including rural carriers attached to these post offices, who, under the law, are subordinate to the postmasters, and for whom the postmasters are responsible.

3. The postmasters are put to a great deal of expense to conduct these offices, this expense, in most if not all offices where the gross receipts amount to \$1,000 per annum, being equal to the expense of a rural carrier on a standard horse-drawn vehicle route. As stated above, the work in these offices, since the inauguration of rural delivery, and the money-order and parcel-post systems, has been increased 500 per cent, with practically no increase in the compensation of the postmasters. How can they

maintain their respectability among their subordinates? They can not make provision for the immediate needs of their families, to say nothing of the rainy day.

4. Because of the friction in these offices, the subordinate workers (rural carriers) getting at present many times the wages received by their superior officers.

5. Because unless there is some incentive there can not be put forth much effort to perform efficient service.

6. We ask these things because the sentiment of the citizenship of the country is favorable to the granting of them. In fact, the people are beginning to realize, the country over, the cruel conditions under which the fourth-class postmasters have been working, and they desire to see this condition remedied.

7. It used to be that almost every fourth-class postmaster in the country conducted a little store in connection with his office or conducted the office in his home. Such is no longer the case. At an office where the gross receipts are as much as \$600 and over it is physically impossible for the postmaster to conduct any other business whatever in connection with his office work. Furthermore, the public does not want the post office in a store. To go back to the old system of keeping the post office in a store, if it were possible, would never be acceptable to the public. Besides, as stated just above, it is humanly impossible for the postmaster to conduct any other business in connection with his office work. If he has any other business, the time has come when he must hire someone else to do the other work. In addition to the salary schedule submitted (\$1,800 at offices where the gross receipts are \$1,000, graduated according to the league salary plan), we ask for an amount equal to one-fourth of the postmaster's annual salary to partially defray the expense of fuel, lights, rents and the upkeep of the equipment at such offices.

We respectfully and humbly submit the foregoing for your conscientious consideration, implicitly placing our trust in your willingness to work out for us a just scale of wages and the granting of such things as will make it possible for us to give that efficiency to which the American people are entitled.

J. O. FITZGERALD,
Pelham, N. C.
GROVER C. PHILLIPS,
Bear Creek, N. C.

STATEMENT OF MR. W. H. BROPHY, POSTMASTER, CRYSTAL SPRINGS, FLA.

Mr. BROPHY. Mr. Chairman, when I was selected to appear before you, I understood that I was to represent the national league and the executive committee, which includes also the third-class postmasters—the third and fourth.

I have a brief which I will submit later, and I will not take up any of your time with figures, but will try to give you a few of the reasons why we adopted what is known as the national league salary plan. The National League of Postmasters is in no sense a labor organization. It is an organization of third and fourth class postmasters of the United States of America with the idea of promoting efficiency in the service, and, naturally, to promote efficiency in the service we expect that after that efficiency has been established and maintained that the department and Congress will see to it that we get adequate compensation; and you know, and everyone knows, that it is impossible to maintain efficiency unless you do pay for it. This idea of getting something for nothing has been found wanting in pretty nearly all lines.

The present basis of salaries was established in entirely different times. In the old fourth-class post office about the only equipment necessary was a little box over in a corner some place where a man would put the mail so they could help themselves, and then he would go on about his business, tending to the store. The parcel post and all those things were unknown, so that when the theory and practice was established that a postmaster had to furnish his own equipment it was not a hardship at that time, because it only meant that the

patrons would come in his store and go over to the little box in the corner and help themselves.

To-day the Post Office Department and the postal business has grown until it is the greatest business institution in the world; but the salary, organization, and personnel has not kept pace with the growth of the department, and if efficiency is to be maintained there must be some attention paid to the salary and the working conditions of the people so that they will keep up with the progress of the department.

To-day a postmaster's duties are so varied that in an office of any note at all it is practically impossible for the postmaster to give attention to any other business, so that he must receive a salary from the post office that will make a living for him. They have so many things to attend to—almost like an express business.

Now, if a postmaster is supposed to get \$1,000 or \$1,200 a year, and it is absolutely impossible for one person to do the work, I say that the United States Government should pay all of that extra expense, so that the salary of the postmaster will be left intact. That is not true to-day. He has to pay his clerk hire out of it, or part of it, and instead of \$900 or \$1,000, he is only getting \$700, so that all we ask is that the postmaster shall have the salary he is supposed to have.

We have gone into this very thoroughly, and the result has been the national league salary plan, which I believe is indorsed by about 95 per cent of the third and fourth class postmasters of the United States. This makes a uniform system from the third class right on up to the fourth.

Mr. Brophy's brief follows:

BRIEF SUBMITTED BY MR. W. H. BROPHY.

I appeal to you to recommend to Congress, for adoption and to support with all the power at your command, the national league salary plan.

As a result of your questionnaires and the many other sources of information at your command, you will be abundantly supplied with statistics and comparative tables showing wage averages in various lines of industry. And as the great number of postal employees whom you will hear necessarily reduces the time that you can allow me to the minimum, I will, therefore, not take up your valuable time with statistical figures but will give you a few reasons for requesting the adoption of the national league salary plan.

The National League of Postmasters is in no sense a labor union. It is an organization having for its purpose the betterment of the Postal Service by increasing the efficiency of its members. By rendering to public and to the Government the best service of which we are capable, we hope and expect Congress to revise the methods and basis of computing our compensation in such manner as will insure to all a salary in keeping with the work performed.

The national league salary plan was unanimously adopted by the National League of Postmasters of the United States at their fourteenth annual convention held in Detroit, Mich.; September 17, 18, and 19, 1919.

For several years the officers of the league have been busy gathering data and expressions of opinion from postmasters all over the country. For months the question of increased salaries, working conditions, etc., have been freely discussed from every conceivable angle. During this time we have been busy, also, feeling out Members of both Houses of Congress in an endeavor to find out just how they stand. After gathering all of this material together, tabulating and analyzing the thousands of questionnaires, letters, ideas, and plans submitted, the executive committee, of which I had the honor to be a member, met in Washington, D. C., to formulate a plan which we hoped would meet the approval of all. Upon our arrival in Washington our first move was to visit the Post Office Department for the purpose of getting their views and ideas. Next we called upon the chairman and secretary of your honorable body. Everywhere we were received very cordially. And the open.

frank discussions convinced us that no one questioned the fact that we should be given increased compensation, the only question that presented itself being how much and in what manner. During our deliberations, which lasted for several days of from 12 to 18 hours each, we kept constantly before us this purpose—that our plan must be one just alike to the public, the Government, and ourselves. Also to insure its adoption with as little delay and opposition as possible, it must be practical and conform as nearly as possible to the ideas and wishes of our members, the department, and, most important, at least to its adoption, to Congress. The national league salary plan was the result. We were proud of our work, but as many of the most brainy and influential postmasters were advocating and doing everything in their power to secure the adoption of diametrically opposite plans we were fearful lest it should prove impossible to unite all on any one plan. However, the national league salary plan was accepted enthusiastically by at least 95 per cent of the postmasters of the country. And we hope and believe that its extreme fairness and conservatism will win for it the approval of this honorable joint commission and finally of Congress and that it will be speedily enacted into law.

The best basis for computing the salary of fourth-class postmasters was the cause for the greatest divergence of opinion. Many favored a system of counting the number of pieces of mail handled, both incoming and outgoing, one month of each quarter or one month every six months. This plan we discarded as being impractical and cumbersome. The present plan of basing the salary of fourth-class postmasters on the basis of the cancellation is objectionable to the great majority of these postmasters. It being impossible to make an accurate check on the cancellation has laid all fourth-class postmasters open to suspicion of padding and falsifying their accounts and has been the cause of the downfall of many. This feature of placing unnecessary temptation in the way of an employee should alone be sufficient grounds for discarding it. Another prolific cause of complaint against it is the fact that disgruntled patrons, although they may have a very heavy incoming mail, by mailing their letters on the trains and sending them to other offices can prevent the postmaster from receiving any compensation for the handling of their mail. This is a much more general practice than you would think possible. Personally, I never could understand why this method was adopted for fourth-class offices, and an entirely different method used as a basis of computing the salaries at all other offices. I have always advocated the adoption of a uniform system for all offices with an equitable gradation from the smallest fourth-class office to the largest first-class office. I encountered very little opposition when I presented this plan to the executive committee. It was adopted unanimously. The salary gradations, however, required much careful, painstaking consideration from every possible angle. It was realized that "stop-watch" methods would accurately fix the pro rata cost of work performed in the larger offices, where a clerk is kept for hours at a time at the same routine work. This basic cost, however, would be out of all proportion in smaller offices where one person is required to do all of the work, on account of the time required to prepare for each of the various processes in the daily routine. To illustrate: The time required to prepare and set the date and hour in the canceling machine at a large office, where the run of letters canceled is in the thousands, is hardly worth considering; but in a small office where the run is from half a dozen to a few hundred and a slow hand stamp and pad the implement used, it becomes an entirely different proposition. About nine-tenths of all mail handled in the average third and fourth class office originates at and the total revenue derived therefrom is credited to a large first-class office. This is especially true since the introduction and growth of the parcel post, and it promises to increase rather than diminish. It was therefore apparent that this should be taken into consideration by adding to the revenue basis of these smaller post office salaries an amount sufficient to at least partially compensate for this extra work for which there is no accurate basis for computing same. We have tried to compensate for these varied conditions as equitably as possible. This accounts for the excess of salary over the total income of some offices. Very small offices are in many instances held by persons whose own business constitutes, practically their only reason for existence. On the other hand, many, perhaps the major portion, serve residents in sparsely settled communities, where the postmaster holds the position more from a sense of public duty rather than, for the salary received. After much discussion, it was decided that the responsibilities, periodical reports, and the holding of one's self in constant readiness to perform the various duties in connection with the office is surely worth at least 50 cents per day, or \$150 per year.

Allowances: This item is of special interest to third class postmasters although it is an urgent necessity at many of the larger fourth class offices. In the matter of allowances we have been extremely conservative. It is a travesty to fix the salary at an office where it requires the entire time of more than one person to properly per-

form the work and then to fix by law or departmental order the maximum allowance for clerk hire at from 25 to 50 per cent of the minimum amount such clerk hire can actually be secured for. Many third class postmasters whose salary is shown in the official guide as \$1,200 per year and up have not to exceed \$800 to \$900 left for themselves after making up this unavoidable deficiency in clerk hire allowance. This applies in a lesser degree to fourth class offices also. In addition to the above these third and fourth class postmasters, except in buildings where lease is held by the department, are required to maintain an investment of several hundred dollars in boxes and equipment, the rental of which amounting to \$150 per year and up is taken by the Government although they have not one penny invested. Instead of an allowance the Government should pay all expenses necessary to the efficient conduct of the business. Then postmasters would receive all of the salary to which they are entitled. It is a great injustice to require fourth class postmasters to furnish quarters, equipment, heat, light, etc., at their own expense; these should be provided by the Government, and as a partial relief the 25 per cent asked is very conservative.

"A money-order application, please," greets you as you reach the middle of a column of figures; you stop, hand the required application to the patron or direct them to where they can help themselves to one; as you would be unable to accomplish anything in the meantime, you wait until the applicant has completed the application and returns to the money-order window; you take the application, read it over carefully, then make out the money order; more time is lost waiting for the patron to "dig up" the money to pay for same; you make change and in some cases it is necessary to make separate advice and mail to paying office. You return to your work to be interrupted a few minutes later by a patron who wishes to cash a money order drawn on another office. Perhaps you are short of money-order funds and have to resort to a draft or transfer of postal funds entailing more clerical work. After the patron has received their money and departed you prepare and mail notice to issuing postmaster that this particular money order has been paid at your office instead of at the office drawn on. After several days you receive acknowledgment that your notice of payment has been received by issuing postmaster. You file this acknowledgement with paid money order particulars. Particulars of all money orders both issued and paid must be entered in their respective registers and form a part of the cash book records. At the end of the month each is again entered on separate reports, one-half of each paid order forwarded with report to auditor, the other half filed with applications for orders issued as office records. If an order issued by you is paid at an office other than the one drawn on you are required to file the notice, from office making payment, to you with the application. Besides the work mentioned there are applications for lost and destroyed money orders, requiring searching of records for verification of particulars and more or less correspondence with other postmasters and the department. There are also requests for other information, as to whether a certain money order has been paid, etc. If you should make an error, especially in the payment of the order, it might cost you the face value of the order. We think 5 cents is not an excessive fee for all this work and responsibility, especially as the Government charges a minimum of 3 cents and a maximum of 30 cents for each money order issued; and as we receive nothing for this work except a fee on money orders issued. We therefore most respectfully request that the fee allowed us for the issuance of money orders be fixed at 5 cents each instead of 3 cents as at present.

Vacations: Argument in favor of vacations would seem unnecessary as they are now almost universally accepted as a matter of course. We therefore request that you recommend that all third and fourth class postmasters be granted a 15-day vacation with an allowance equal to 15 days salary at their regular rate, with an additional 15 days without allowance, when requested.

Briefs were submitted by J. M. Clement, Mineral Bluff, Ga., James A. Grant, Alto, Ga., and S. C. Puckett, Springville, and Mrs. Lottie C. Reid, Odenville, Ala., as follows:

STATEMENT SUBMITTED BY J. M. CLEMENT, POSTMASTER, MINERAL BLUFF, GA.

I consider that if any public servants need relief, it is the fourth class postmasters. Take, for instance, this post office: The postmaster is required to devote his time to its duties, every day in the week and Sunday too. We furnish the post office building which formerly brought me over \$100 rent; furnish all the fuel and light, stove, brooms, and everything necessary to keep the office as required. We handle not only the work of the office but that of three star route mails, covering a long stretch of country. Have spent personally over \$100 for the improvement of the office for the safety and betterment of the service. I am allowed only one clerk at only \$24 for every three

months, being only \$8 per month, or about 26 cents per day. My compensation for the year ended September 30, 1919, was \$477.12 for 365 days' work, being about \$1.30 per day; whereas it should have been to have justified the work done here nothing under \$800 and justly \$1,000, in this hard time of living.

The fact is, an office of this size should be on a salary basis, lights, fuel, rent, and equipment furnished.

During the year ending September 30, 1914, the compensation was \$497.65, and with an increase of living 82.2 per cent, and a decrease of \$20.53 in the two years above mentioned, a postmaster can not devote all his time to an office of this size and do the work that has been done here in the last four years, under present living conditions, for less than double the present compensation. Take the present compensation, \$477.12, and deduct the rent, say, \$100, light, fuel, brooms, and all furnishing, and the postmaster has but little left for himself and family; and it is plain that relief is badly needed. We bore it through the war period without murmur; did all the extra work of bonds, war savings stamps, and numerous things without compensation; stinted our clothes, table, family, and now we feel that relief should come.

BRIEF FILED BY MR. JAMES A. GRANT, POSTMASTER, ALTO, GA.

It was my intention to come before you the third instant, but on account of sickness in my family it will be impossible for me to be there.

I desire to submit a few facts to you pertaining to my office which is a fourth class office. For the year ending December 31, there were 2,455 money orders issued amount received for these orders were \$13,217.45, the fees on these orders were \$133.36. For the same year I cashed 204 orders, amount to \$2,730.27. I made 65 remittances to my depository (Atlanta, Ga.), in said year, amounting to \$10,475. I will say, living in a town where there is no bank I am forced (as well as all other postmasters), to either remit currency, keeping the denomination of each bill separately, etc., or send my money 5 miles and get certified checks and send them as remittances, which you can see puts me to a great deal of trouble as well as a heavy responsibility. I have two rural routes that bring in about one-third of these orders, and as you well know it is about as much again trouble to handle these orders as orders brought regular in the office. I will add that my working hours the year around average 13 hours per day, I will further say that it requires all my time and an extra hand four hours a day to run my office. Two-fifths of this entire time is required and devoted to the different phases of the money order part of my office. I think that all fourth class postmasters should have all the money-order fees and not just 3 cents on each order, as the law now provides. I think in addition to this that all fourth class postmasters, where the office pays as much as \$900 per year, should have \$100 per annum to pay for lights, fuel, and rent.

My post office is run in a store of which I own a one-half interest, and there has been a lot said about that. I will say that my partner advises me that he would be glad to see the post office removed out of our store building, which should convince you gentlemen that a post office in a storehouse is no asset to the business. I realize that you men have a big job before you; I further realize that it takes men of wide experience and a lot of facts and figures to pass upon this great question; but I do not see how you gentlemen can get around paying fourth class postmasters all the money-order fees for lights, fuel, and rent on a basis of a fourth class office, as above stated, paying \$900.

BRIEF SUBMITTED BY S. C. PUCKETT, SPRINGVILLE, ALA. AND LOTTIE C. REID
ODENVILLE, ALA.

JANUARY 13, 1920.

In behalf of the postmasters of the fourth class of Alabama we beg to submit the following:

We ask for relief from an inadequate compensation based on a percentage of the cancelled stamps. The counting and keeping of cancellation consumes valuable time of a busy postmaster, so that in the interest of efficiency also, we are unanimous in asking for a salary based on the gross receipts of the office; such as that recommended by our national league officers.

We work from 10 to 14 hours per day. We work on all holidays and Sundays. We are granted no vacation the year around. The eight-hour day is recognized by our Government as the lawful work day. We do not object to longer days when the service requires it, but we do feel that four to six hours "overtime" work should entitle us to a living wage, which at the present cost of living we are not receiving.

At our present rate of compensation we are unable to educate and properly clothe our children, or to contribute to civic and religious life, not to speak of recreation for ourselves and families.

We are required to furnish absolutely free to the richest Government on earth, buildings, rent, light, fuel, and equipment for the conduct of its business. We feel that this is the most obviously unjust feature of the present system.

We feel that we are entitled to salaries equal to that of other employees doing similar work. A clerk in a first-class office has only one line of work to perform and is responsible for that alone. The fourth-class postmaster must be familiar with all regulations pertaining to rural delivery, registry business, parcel-post business, insurance business, money-order business, c. o. d. business, war-savings business; all law relative to the receipt and dispatch of mails, must hold himself responsible for the proper conduct of all duties performed by the rural carriers from his office, must work 12 to 14 hours daily to accomplish this, and receive about one-half the salary paid to his rural carriers, or paid to the clerks in a first-class office.

We do heartily indorse salary plan as adopted by the national league of postmasters at their convention held in Detroit last September.

THIRD CLASS POSTMASTERS.

STATEMENT OF MR. J. H. BODIE, POSTMASTER, LEESVILLE, S. C.

Mr. BODIE. Gentlemen of the commission, I have no brief. We will file a brief later. I was asked when I came before you to put before you this most peculiar class of postal employees the best I could. We are just on the borderland. I would like to talk to you, if we had the time, under three heads. The postmaster, the assistance he has, and the equipment and building, but we haven't the time to go into all that.

The requirements for a third class postmaster are extremely peculiar. He must be a man of some executive ability, he must have a fair education, he must be a man of some business ability and, above all, he must be of irreproachable character. He must be a man who commands the respect of his entire community, the entire patronage of his office, and with the executive ability to manage those employees under him—the rural carriers and the rural delivery service men as well as his assistants. Now, this necessarily calls for a most versatile man. He has to have some of the abilities of the bank cashier, some of the salesmanship of the get-rich quick salesman, of a clothing clerk, of the grocery clerk, and some of the executive ability and requirements that all of the larger offices require. He has to know, in his small way, the many things that enter into all of the branches of the large offices. He performs the various duties of a money-order clerk and all of that.

Take my own State, South Carolina; we have 89 offices of the third class, with 89 first-class postmasters in them. Their average salaries prior to July 1 was \$1,440, as against an average for the rural carriers, who are supposed to be under them, of \$1,490. It has been increased since then.

The clerk hire in each of these 89 offices was an average of \$79 and some few cents, and the postmasters have to make up that difference out of their own pockets. That is, to get efficient help, it costs him from \$50 to \$75 per month on an average. He has to furnish and equip a decent office. To do this—I happen to own my own building—a building and equipment is cheap at \$6,000. I am allowed \$300 rent, \$60 for light and fuel. I have paid as much as \$9 for light alone last winter. In addition to that equipment the boxes bring into the

department approximately \$200 a year from my office to offset that \$300. In addition to that the inspectors come into our office and tell us we have to keep a decent office, keep the office clean.

We put in 14 hours a day, some of us. I know I do. The average in my State is 11½ hours, as against an average for the rural carriers of 5 hours. Every rural carrier in my office—I have seven—has from, I think, \$150 to \$200 more salary than I get. They fulfill their duties in 3½ or 4 hours in my office, while I am on duty 12 to 14 hours.

Gentlemen, I have about covered the case as I see it. If there are any questions you would like to ask, I will be glad to answer them.

Senator MOSES. Do you indorse the national league program for salaries?

Mr. BODIE. To a great extent. I have not been able to go into detail on that matter. I was instructed by my State to suggest an increase of from 50 to 60 per cent with 50 per cent of the postmaster's salary allowance for clerk hire.

Personally, I am entirely willing to leave the case with the honorable committee, they, realizing the high cost of all the necessities of life compared with the cost when the present rate of salaries was inaugurated, thoroughly understand our situation.

During the recent years of the war when we were called upon to put forth every power at our command, contributing to all of the various war funds, doing our limit for our Government in all the ways possible, the average postmaster at offices of the third class who had no other income and having to supplement the small allowances for clerical assistance from his own salary, could hardly afford the necessary comforts of life. Combined with this is the fact that the various political changes affect us so materially, as perhaps no other Government employees, it makes it a rather hard problem for any of us to lay aside for the proverbial "rainy day." Preaching the doctrine of thrift as never before, I can not think that those in command of this, the greatest Government on earth, are willing for those of its citizens who are serving faithfully, though in an humble capacity, should be paid less than an amount for those labors that will give them the comforts of life and a little for that time to come when they can no longer give their best in service and thought.

It is practically impossible for us to speak intelligently of any but the office in which we are employed. In my own office it requires at least two of those employed practically all of their time and the third assisting in assorting mails for incoming and outgoing trains as well as the business of handling the mails of the seven rural carriers from this office. This, combined with the long hours, makes other affairs practically impossible. Of course, if there is such a person in the service who has no pride in his office and is not thoroughly interested in the service, has no regard for his rating, he may find time for other things. The man who really wants to keep a respectable office has to be "on the job" in season and out of season.

The total receipts of this office for the year ending December 31, 1919, were \$4,644.89; the total expenditures—salary, clerk hire allowance, rent, light, and heat—were \$2,315.58; net profit, \$2,329.31.

Previously I mentioned a comparison with the rural carriers, they being the only class of employees with which I am familiar and with no intention of detracting from their service, realizing just what those men have to undergo and the great expense of equipment and its

upkeep over the roads they are forced to travel, but solely for the purpose of comparison of hours and salary.

It would not be my purpose to ask anything that would appear extortionate or unjust to the employer or the employee.

First. I believe there should be an adequate allowance made for clerks so as to be able to command efficient help. I believe this should be based on the salary of the postmaster at each individual office, on a basis of 50 per cent. This with the fees from money orders should be adequate except perhaps in some extraordinary cases.

Second. Where the boxes are owned by the postmaster I believe he should have the rent from them. My reason for this is the postmaster has to pay a very good price for them; in the event of his removal or resignation he has to dispose of them at whatever he is able to get, regardless of their actual cost or value. The boxes at my office cost me between \$600 and \$700 and they pay a little more than two-thirds of the office rent.

Third. The salary of the postmaster should be adjusted as far as possible with regards to the hours of service, cost of living, responsibility, and to as far as possible compare with other employees. I realize in doing this it will be impossible to please all, but, as I have already stated, I am willing to leave this with the honorable committee, believing they have a clear insight of the facts and are in sympathy with anything for the greatest good to all.

I believe a percentage salary system could be planned, based on the receipts of the individual office, that could be made equitable and fair to all. Of course, there are objections to this. It could be argued that some would become too diligent in search for business, but there is no system that will be perfect, and, too, those who are honored with the position should be men of honor at least.

It seems fair that whatever adjustment made should be retroactive to the date when an increase would have been made under normal conditions and which was denied during the term of the war.

STATEMENT OF MR. E. A. MEEKS, POSTMASTER, NICHOLS, GA.

Mr. MEEKS. Gentlemen, I do not have much to say, and most of what I do have to say is in my brief.

There are some things, however, I would like to call attention to. The postmasters in the smaller third-class offices are required to furnish fixtures for the Government and turn over the fees. In this way we help to pay our own salary. I have a tabulation here in my brief which shows the expenditures and the box-office rents received, and it shows conclusively that the postmaster is actually paying on his own salary \$118.72 by furnishing the fixtures in his office and turning the rent over to the Government.

The postmaster's work is greatly increased since the adoption of the parcel post, rural delivery service, etc., and there is a great deal required of a postmaster of the third class, because he has had to familiarize himself with all the departments and all the regulations pertaining to all departments of the postal laws, because it all comes under their direct supervision, or else they do the work themselves.

I think my brief contains most of this information, and I will say in conclusion that we indorse the national league salary plan.

The brief follows.

BRIEF SUBMITTED BY MR. E. A. MEEKS.

As representative of the third-class postmasters I beg to submit the following to your honorable body in behalf of the third-class postmasters: Third-class postmasters are one step past the commission (cancellation) postmasters. We receive our appointment from the President with the advice and consent of the Senate and retain for four years, or until removed for incompetency, violation of the regulations, or for political reasons. Therefore, the postmasters of the third class insist on a definite civil-service status with other civil-service employees of the Post Office Department, such as departmental clerks, post-office clerks of the first and second class, railway postal clerks, rural carriers, etc., as postmasters of the third class must handle all work in their offices, viz. janitor, general-delivery division, money order-division, registry division, mailing division, auditing, and chief of their offices, and must familiarize themselves with the postal laws and regulations pertaining to the different divisions of the service as all work is done by him, or comes under his direct supervision. Therefore we believe that efficiency can be brought about only by retaining employees in office as long as competent and efficient servants of the Postal Service. Their efficiency can be obtained by visiting inspectors' reports, auditors' reports, and from the public in general. Therefore it is detrimental to the service to dismiss an employee as long as efficient because of political reasons. The postmasters of the third and fourth classes are really servants of the people and are the only executive officers who handle all the work from janitor to chief of their offices.

The salary of all presidential postmasters has been in vogue for the past 36 years, such salary being inadequate, and in most cases the salary of the third class postmasters are fictitious, as we are required to furnish clerks, which are not considered employees of the Government, but employees of the postmaster and the meager allowance granted by the Post Office Department only meets about one-half or less than one-half of the amount actually expended for this service, thereby reducing the salary of the postmaster. The clerical allowance granted under amended section 312, P. L. & R., is insufficient to command the services of an efficient clerk and we find that the full amount under this section is almost impossible to get. We are almost always put off with a smaller amount than the amount specified under this section. Therefore we ask that clerical allowances be granted according to postmasters' salary, and left discretionary with the postmaster at each office whether the full amount be needed, or less, according to the conditions prevailing at each office. The increased cost of labor has affected us in securing efficient clerical assistance on small allowances.

Since the salaries of the postmasters were adjusted the following additions have been made to the service, viz. the rural delivery service, parcel post, postal-savings system, sale and redemption of war-savings stamps, the sale of documentary and proprietary revenue stamps, and for the central accounting postmasters of this class, the filling and filing of requisitions of district postmasters, and the checking and auditing of accounts of the district postmasters.

The parcel-post system has grown into a regular express business, involving a plan of accounting, weighing, rating, insuring, receipting, tagging, tracing, and remitting on each piece, the work comparing with that of a regular commercial express company which has increased our work at least 100 per cent. Ninety per cent of the second, third, and fourth class mail (parcel post) handled and delivered by third and fourth class postmasters are received from offices of the first and second class, and as the postmasters' salaries are based upon the receipts of their offices it can be readily seen that the receipt of 90 per cent of the mail handled by these offices originates at offices of the first and second class, thereby furnishing the bulk of the work done at the third and fourth class offices without any compensation therefor.

In a majority of the small third class offices we find that the postmasters are required to furnish all equipment (except rural carriers' cases), which includes routing tables, desks, lights, box equipment, iron safes, and other equipment which may be needed for postal work in their offices, of time causing the expenditure of from \$300 to \$1,200 by the postmaster from which he receives no revenue or rent, the boxes being rented at regulation prices and every cent going to the Government, the postmaster not realizing one penny on his investment, and in this manner the postmaster helps to pay his own salary. The postmaster has to pay the taxes and insurance and stand the depreciation on his fixtures, and when political parties change he is railroaded out with fixtures on his hands without a sale, which he has furnished without one penny of rent or revenue, and if he sells same he must do so at a sacrifice as no one needs these fixtures except a postmaster.

From statements received from 27 offices in different parts of Georgia we list below 17 which furnish fixtures without rent:

Post office.	Amount invested.	Box rent year ending June 30, 1919.	Post office.	Amount invested.	Box rent year ending June 30, 1919.
Chatsworth.....	\$200.00	\$106.30	Demorest.....	\$450.00	\$169.95
Zebulon.....	100.00	89.40	Broxton.....	220.00	106.30
Adrian.....	300.00	191.16	Tignall.....	115.00	45.95
Gordon.....	125.00	90.00	Loganville.....	800.00	117.90
Norcross.....	400.00	155.00	Chamblee.....	300.00	27.55
Rhine.....	135.00	82.85	Louisville.....	400.00	135.00
Austell.....	584.50	116.75	Nicholls.....	750.00	154.75
Metter.....	1,025.00	195.62			
Woodbury.....	175.00	133.89	Total.....	6,379.50	2,018.37
Bremen.....	300.00	100.00			

From the above you will note that these postmasters are paying an average of \$118.72 on their salaries.

We wish to call the attention of this honorable body to the third-class offices which have become central accounting offices under the late ruling, which in many cases have doubled their work and responsibility because of increased stock of stamps and stamped papers, and filling and filing of requisitions of the district postmasters, and auditing of their accounts, and the further responsibility of getting the district offices to render accounts properly and on time. The work has increased in such manner that the necessity for clerical assistance has more than doubled since the addition of the central accounting business.

The hours of the average postmaster are from 10 to 15 hours instead of an 8-hour day allowed other Government employees, and the third-class postmaster has never been granted an annual leave of absence with pay.

In consideration with the foregoing we feel that we deserve, and respectfully ask the following: That postmasters of the third class shall be paid in accordance with the following scale, with the amount specified as clerk allowance:

Gross receipts.	Post-master's salary.	Clerk-hire allowance.	Gross receipts.	Post-master's salary.	Clerk-hire allowance.
\$1,900 to \$2,100.....	\$1,650	\$600	\$3,500 to \$4,200.....	\$2,400	\$1,100
\$2,100 to \$2,400.....	1,800	700	\$4,200 to \$5,000.....	2,550	1,200
\$2,400 to \$2,700.....	1,950	800	\$5,000 to \$6,000.....	2,700	1,300
\$2,700 to \$3,000.....	2,100	900	\$6,000 to \$7,000.....	2,850	1,400
\$3,000 to \$3,500.....	2,250	1,000	\$7,000 to \$8,000.....	3,000	1,500

That an amount equal to 25 per cent of the postmasters salary be paid to the central accounting postmasters in addition to their salary for the extra work.

That postmasters of the third class be given a civil-service status with line for promotion to higher vacancies, according to their efficiency rating.

That an eight-hour day be granted to third-class postmasters with pay for overtime and 15 days leave of absence with full pay, as granted other employees.

That an allowance sufficient to cover rent on office, fixtures, lights, and fuel be wanted to all third-class offices, whether under lease or not.

That the Post Office Department be required to furnish or rent fixtures in all third-class offices.

STATEMENT OF MR. J. T. STILWELL, POSTMASTER, MONTE-ZUMA, GA.

Mr. MEEKS. Gentlemen, the ground has been pretty thoroughly covered and I have a brief which I will submit and will not go into detail. I have been postmaster for 19 years, and have gone all the way from fourth class to just edging on the second class.

I think it simmers down to this: The cost of living which we have heard so much about is one reason why we should have more salary,

and then we should have that salary and should not have to pay it out for clerk hire. I think we need a 50 per cent increase in our own salary and 100 per cent increase in clerk hire.

The maximum allowance now for clerk hire is \$100. We need clerks, as you know, and we can not get them for that, and when we do get them we have to pick up what we can get. As soon as a clerk becomes efficient we lose him. In my 19 years experience I have trained and lost no less than 25 clerks. I now have two new clerks and in 60 days, as soon as they become efficient, they will be off for more than I can pay them. No bank, no firm or corporation can succeed with its help changing every 60 or 90 days. I love the work. I have given my life to it for 19 years, but I have to live right to give efficient service. I want to be an efficient postmaster. The people want service and I believe they are willing to pay for it, but we can not give efficient service unless we have the help.

Mr. Stillwell's brief follows:

BRIEF SUBMITTED BY J. T. STILWELL.

We, first-class postmasters—managers of third-class offices—appreciate very much your courtesy in coming down close to us and inviting us to tell you of our needs and if we feel we need and deserve increasing salary, why, and if need better clerks and better pay for them—why?

In behalf of the third-class postmasters of Georgia and Alabama, whom I have been appointed to represent, I beg leave to submit reasons for the hope we have that you will strongly recommend at least 50 per cent increase in third-class postmasters' salaries, and sufficient allowance for clerk hire so that postmaster's salary will really be the amount stated.

We ask increase in salary:

First. Because living expenses have increased from 200 to 400 per cent. To illustrate:

A few years ago could buy corn meal for from 50 to 60 cents per bushel. Now is worth 60 to 75 cents per peck

Could buy flour for from \$5 to \$6 per barrel. Now it is \$16 per barrel.

Meat was from 6 to 12½ cents. Now 25 to 50 cents a pound.

Sugar and coffee have increased 300 per cent.

Clothing has increased from 200 to 400 per cent. A cheap suit that you could buy from \$10 to \$15 is now from \$40 to \$50. Shirts that were \$1 are now from \$2 to \$3.50. Dress goods, gingham that were 10 to 15 cents per yard, now 40 to 60 cents. Shoes increased about 400 per cent, and merchants tell us prices will be much higher still.

Coal was \$4.50 summer delivery in 1914; now \$11 to \$14.

Eggs were 15 to 20 cents; now 75 to 90 cents. Chickens that were 25 cents now cost \$1.

Second. On account of the great difference in class and amount of mail handled.

When postmasters salaries were adjusted, the principal mail was first class. Now, three-fourths of the mail we handle is parcel post or second or third class. The great bulk of all this mail originates at the large city offices and does not add to the receipts or sales of the third-class offices and as our salaries are based on our sales, and not on amount of mail handled, and, as stated, this great bulk of parcel post, C. O. D., newspapers, magazines, catalogues, and advertising matter, is mailed out from the large city offices.

We would call special attention to the C. O. D. business which has added an enormous amount of record and detail work and this is especially true as to C. O. D. packages which fail of delivery—for which we receive no remuneration whatever. So great has the C. O. D. business grown, at most of the larger third-class offices, that one clerk could be kept busy most of his time attending to this.

We see no reason why we should not be allowed credit for sales of revenue and proprietary stamps just the same as for ordinary postage stamps. It takes time, labor, and responsibility just the same.

The third-class post office belongs to the Government. And the third-class postmaster is paid a salary to look after and manage it and is required to give it his personal attention, thereby preventing him in engaging in other business. He is employed just as a manager or any firm or corporation is employed, except the manager for a firm

or corporation is not expected to pay for extra help needed to run the business out of his own salary or private funds. Is it fair and just that a postmaster who works from 10 to 15 hours per day should be required to pay from one-fourth to one-half of his salary to secure and keep efficient help? Not that he may make more money but that the public may be given the service they require and have a right to expect. The question of clerk hire is so closely connected with the salaries of third-class postmasters that we ask you, gentlemen, to give it your careful consideration.

Under the present adjustment of clerk hire for third-class post offices, the maximum clerk hire being \$1,200 per annum and that temporary and optionary. How can an office be properly run that really needs three clerks when an efficient, reliable clerk can command from \$75 to \$150 per month? If we secure a new, green clerk and teach and train him up we but train him to lose him. In my experience of 19 years, as a third-class postmaster, I have trained and lost not less than 25 clerks. How long could a bank, firm, or corporation do a paying or satisfactory business on such a basis. We believe the people want the service and are willing to pay for it. We recommend that post office clerks in third-class offices, should be treated as other Government employees and be promoted for efficiency, granted 15 days' vacation each year, with pay, and only required eight hours or be paid for overtime.

Briefs were submitted by John P. Stockton, Ellenboro, N. C., W. S. Hite, Batesburg, S. C., Bays D. Cather, Pell City, Ala., and James M. Byrd, Branchville, S. C., as follows:

BRIEF SUBMITTED BY MR. JOHN P. STOCKTON, POSTMASTER, ELLENBORO, N. C.

Through Mr. John P. Stockton, our North Carolina Representative, we beg to submit the following brief in behalf of the postmasters at third-class post offices in the State of North Carolina:

The postmaster at a third-class post office at the present time receives his appointment from the President of the United States as a result of a civil service examination, in which experience and fitness play a very important part. It is true, but which, at the same time, embraces educational tests which guarantee the intellectual fitness of the appointee.

Third-class postmasters do not as is often supposed, get a fixed salary like first and second class postmasters, but their compensation is determined by the amount of stamps they sell, in other words, the gross receipts. This method of compensating them was adopted by act of Congress of March 3, 1883, and from time to time there has been an adjustment of the salaries and clerk-hire allowances at these offices, the latest adjustment having been made as we understand, in 1907. Since that time the living expenses have gone up tremendously, so much so that there is no comparison of present living expenses with those obtaining 13 years ago.

Some time ago an act was passed making the pay of clerks in first and second class post offices 60 cents an hour, that is, substitute clerks in these offices. Every class of worker, in every field of endeavor is asking for great increases in wages, our information being that the section foremen on the railroads are now asking for 80 cents an hour or \$6.40 for a day of eight hours.

Third and fourth class postmasters are the only people on our earth who get a lesser wage than that of the people who work under them. In every other position in this world except third and fourth class post offices the head of the establishment gets a greater wage than those who work under him, but we find the third and fourth class postmaster working every day with men, no better than he is by nature, whose wages are very much higher than his. This alone makes his a most cruel position, and there is hardly a person on earth who has not experienced it for himself who can have any conception of the humiliation and embarrassment to a third or fourth class postmaster to be compelled to work from month to month with subordinates (rural carriers) whose vouchers he must sign for a great deal more than his own pitiable wage.

Third-class postmasters are supposed to be allowed sufficient clerk hire to cover the extra work in their offices, but this has hitherto been left discretionary with the department, the acts which have governed this feature of the third-class offices having read that "not to exceed such and such a sum may be allowed at third-class offices where the salary of the postmaster is such and such a sum." This has made it extremely difficult for the postmasters to get anything like an adequate allowance for clerk hire, in practically every office of this class the postmaster has always had to pay out a good percentage of his own meager compensation for clerk hire.

We ask that where the gross receipts of an office of this class are \$1,900 to \$2,200 an ample allowance for one clerk full-time at a living wage shall be granted, and where the gross receipts are above this \$2,200 there shall be sufficient allowance for additional clerk hire such as shall be required to give efficient service.

We ask, further, that third-class postmasters shall be allowed 15 days annual leave with pay, and that they shall also be allowed 15 days sick leave with pay after one years' satisfactory service in such post offices. We ask, further, that these third-class postmasters shall be given a working day of 8 hours within 10 hours, and that they shall receive pro-rata pay for overtime duty.

We ask, further, that third-class postmasters shall be retired after having rendered 20 years' satisfactory service in the said offices or other branches of the postal service.

We ask, for both third and fourth class postmasters that the total time spent in the Postal Service, in whatever department of the said service the beneficiary shall have worked, and even if he or she may have worked in several branches of the Postal Service, we ask that the total time spent in all of them shall be counted in the necessary number of years entitling him or her to retirement. That is, 20 years' satisfactory work in the postal branch of the Government service shall entitle the person having so served to the benefits of the retirement law.

We ask for both third and fourth class postmasters that there shall hereafter be required but one money-order book to be kept, the preserved applications being a sufficient record of the money orders issued and the coupons cut from paid orders, likewise preserved, being a sufficient record of paid orders. Thus the cash book is really all that is necessary to be kept.

We believe that the Government should own or rent all post office quarters, or that postmasters of every class should have a sufficient allowance from the Government to enable them to maintain that respectability in such offices as will be in keeping with their position as the representatives of the greatest Government of all time.

We believe that sufficient salary should be paid to all postmasters to enable them to live as decently as their neighbors, the railroad workers, and their subordinates, the rural carriers. This is essential in order that the respect due these positions may be given, and that there shall not be brought any reproach against our great Government because of the inadequacy of the salaries of these officials in these important positions of trust.

It should not be necessary that a third or fourth class postmaster should have to pay his clerk hire out of his own pocket, and yet there are fourth class postmasters who actually pay out more for clerk hire than they receive as compensation from their cancellations. Third-class postmasters are supposed to get ample clerk hire allowances for the conduct of all work, and yet in practically every office of this class the postmaster has had to pay out a good percentage of his own compensation for the item of clerk hire.

At third-class post offices the Government is supposed to rent suitable quarters for the office and to furnish cabinets and office furniture, but the postmaster often has rented or furnished additional room or been put to the expense of other room and fixtures.

At a third-class post office, as well as at the larger fourth-class post offices, the postmaster has more actual work than any clerk in a city post office or any rural or city carrier, yet his wage is but a miserable pittance compared with the great burden of work which falls to the lot of these officials.

Therefore we ask your honorable body to recommend to the Congress the immediate passage of appropriate legislation granting adequate allowances for clerk hire, rent, and other expenses at third-class post offices, and that the salaries of these officials shall be based on the schedule proposed in the national league salary plan, which is adequate for third-class post offices at present, provided the legislation respecting clerk hire shall be made mandatory in every instance.

We ask, further, that third-class central accounting postmasters shall be allowed \$5 monthly for each district office under their supervision, and that they shall be allowed \$10 monthly for each rural carrier attached to their offices, the same as has been asked for in our plea for fourth-class postmasters, which has this day been presented to your honorable body by Mr. John P. Stockton, representing the third and fourth class postmasters of North Carolina.

We do most respectfully and humbly beg to submit the above for your conscientious consideration, with perfect assurance that with the noble members of the Joint Postal Commission our cause is in safe hands, and we believe your recommendations will be ample for every postal worker in all branches of the postal service, and that no discrimination will obtain against any class of workers as a class through the recommendations of your honorable body.

BRIEF SUBMITTED BY W. S. HITE, POSTMASTER, BATESBURG, S. C.

I am postmaster at a third-class central accounting post office, and can speak from personal experience what a postmaster at an office of this kind has to contend with.

Making this statement as short as possible, will say: First, I have 17 district post offices, exclusive of my own, to supply and keep accounts with; I only have one assistant, and we are compelled to work from 13 to 14 hours per day, and then it's almost impossible to keep up with the work. Being impossible to employ additional help with the small allowance that I now have for this purpose, I feel sure that the honorable gentlemen constituting the commission who gave the postal employees such an attentive hearing at the Atlanta meeting will also lend an attentive ear and kindly consider the claim and needs of the overworked and insufficient compensated postmaster at a third-class central accounting post office.

I think a fair compensation (additional) for service required at a central accounting third-class office would be \$5 per month for each district office served. This would enable, or assist at least, the postmaster in securing the very much needed help for this purpose. If no allowance can be granted for this additional work, I readily agree with many others from whom I have had expressions and with an expression from one of the members of the honorable commission, that all central accounting post offices should be placed in first or second class office, where they already have sufficient help to take care of such work. I know that those in charge of this great task will give the postal employees due consideration and a fair deal.

Now, as to the third-class postmasters, owing to at least 75 per cent increase on the general cost of living, it's not necessary to say that we need at least 50 per cent increase on our present salaries to meet all the necessities and comforts of life and allow the assistant's salary to be 50 per cent of the postmaster's salary.

All the above is only an idea of one man, and, as previously stated, I am perfectly willing to submit our claim to the honorable body of great men who have the matter in charge and will give to us a most careful consideration. I am content with their decision.

BRIEF SUBMITTED BY BAYS D. CATHER, POSTMASTER, PELL CITY, ALA.

We consider the salaries of all third-class postmasters should be increased, at least 50 per cent, for the following reasons:

1. Our rates of pay were fixed by Congress over 20 years ago, when prices of necessities were much lower than they were even three years ago. During this same period wages and salaries were raised 30 per cent.

2. Since 1914 prices of commodities have again risen another 100 per cent. Wages and salaries have also again risen to keep step with the rise.

3. Our duties as postmasters have been materially increased, our responsibilities added to, and the standard of our qualifications raised.

4. The third-class postmaster is usually the only representative of the Government in his town. His pay should be such as to entitle him to the respect and standing due these considerations.

For similar reasons we think the pay of our clerks should be raised too. We think the third-class postmasters should also be given additional clerk help.

1. Because the work in our offices has become much more arduous through the introduction of the parcel-post system and its rapid growth, together with the issuing of insurance and filing of claims for lost mail.

2. Because of the Rural Free Delivery system.

3. Because of the increase of the amount of incoming mail of all classes handled, caused by the advent of the mail-order business and other causes.

4. Because from all prospects the work and usefulness of the postal system is going to be still more increased in the future by aerial and auto service and other work.

We consider the hours of labor should be reduced to eight hours a day and thus brought into harmony with the oft-expressed policy of the Government in all its departments.

1. The hours worked now are usually from 11 to 15 a day.

2. There are at present no specified hours for a third-class office to be open for the public transaction of business.

3. We think sufficient help should be furnished and the hours of work so arranged that no one should have to work continuously over eight hours without extra pay.

We think that post offices, besides being divided into four classes with pay depending on the receipts of the office, should also have a supplementary subdivision, based on the work with additional allowances to be made obligatory and not merely optional, for instance:

1. All offices that are central accounting should be class A, with fixed additional pay and clerk allowance based on the number of offices served.
 2. All offices at railroad junction points doing transfer and separating work should be class B, with additional remuneration.
 3. Offices having star routes originating with them and supplying other offices might be known as class C, with added pay.
 4. Other offices with unusual conditions, as exacting train schedules, large number of rural routes, or with corporations using their offices but not buying their stamp supplies from them, should also have distinct classification with proper consideration.
- We ask the Joint Congressional Commission, at their session at Atlanta, Ga., to give their favorable consideration to these suggestions.

BRIEF SUBMITTED BY JAMES M. BYRD, POSTMASTER, BRANCHVILLE, S. C.

I wish to take this opportunity to thank the Congress for the privilege of presenting you with the requests of the third-class postmasters of South Carolina for increases in salaries and the betterment of conditions generally at offices of this class.

At a meeting of the third-class postmasters of South Carolina held in the city of Columbia, on September 2, at which meeting the conditions as they now exist were very freely discussed and it was decided that they should lay before you the following requests for your earnest consideration, with the hope that you will see fit to recommend their adoption by Congress.

1. That the salaries of all third-class postmasters be increased at least 50 per cent over present rate for an eight-hour day, with pro rata pay for all over eight hours. (That the said eight hours be within 10 consecutive hours.)
2. That third-class postmasters be granted 15 days annual leave with pay.
3. That the assistants pay be 50 per cent of the postmaster's salary as a minimum.
4. That any allowance made or granted on account of extra work or unusual conditions be in addition to that allowed for an assistant.
5. That all increases granted be retroactive from July 1, 1918.
6. That Sunday work be reduced to a minimum.

By way of comment of the requests that the salaries of third-class postmasters be increased at least 50 per cent over present rate of pay I beg to call your attention to the recent statement given out by Bradstreet's on December 9 showing that the cost of living based on the wholesale price of 96 staple articles advanced 1.3 per cent during November and now stand at 131 per cent above the prewar level, or the highest ever known. (These figures are given for a period just preceding the war as the figures are not available for comparison with year 1883 when our present salaries were fixed by Congress.)

Upon close examination it will be found that the cost of living is still advancing at the rate of 1 per cent or more each month notwithstanding that every effort of the Government has been directed against the high cost of living for months.

In a statement made by the National Industrial Conference Board at Boston on October 14 we find that the average weekly earnings increased all the way from 62 to 110 per cent from September, 1914, to March, 1919, for the eight leading industries.

The railroad men, the factory worker and practically every other trade and occupation throughout the country has received increases from time to time. A great many times by strikes and threats of strikes, possibly the postal employees could have taken advantage of the conditions existing during the war and threatened a strike in order to have had their salaries increased.

But they are too loyal and patriotic, and God forbid that they shall ever resort to such methods but let us rather put our trust in the broadmindedness and fair dealings of our Government and its representatives, for a proper and adequate adjustment of our difficulties.

Upon inquiry made at all third-class offices throughout the State it was found that the rural carriers were receiving an average salary of \$1,490 for an average work day of 5.53 hours whereas the postmasters received an average annual of \$1,440 for an average workday of 11.28 hours. (This was before the increase which went into effect on July 1, 1919.) The difference would now be even greater. Is this right when the difference in working hours, responsibilities, etc., are taken into consideration?

What would be the result if in the Army the private received more pay than his superior officer?—or in a business establishment, if the clerk more than the manager? Yet this is the condition that now exists at the third-class offices in this State.

This should not remain so.

We find the postmasters and clerks at first and second class offices, city, rural, village delivery carriers, railway-mail clerks and other employees all working on an 8-hour day (except third and fourth class postmasters and their clerks. Yet they receive smaller salaries than the others.) Suppose we take my office, for example: I am compelled to commence work by 6.30 a. m. and am on duty almost continually until 8.30 p. m., or 14 hours per day, with 7 hours on holidays and 2 hours on Sundays, not even a piece of machinery can keep this up day in and day out. Certainly there should be some relief to conditions like this.

Our request for an eight-hour day with prorata pay for all over eight hours seems to me a most reasonable one. (In this we want the 8-in-10-hour rule to apply.)

Several years ago Congress saw fit to pass an act limiting the working hours of telegraph operators to eight hours per day.

Again, about the time of the outbreak of the late war, Congress enacted the Adamson Law which makes the basis day of railroad men eight hours. (Thus it has twice been recognized by Congress as a working day.)

Isn't it just as important that the postmasters have time off for recreation as the railroad man? Hasn't he been just as loyal? Isn't his duties just as exacting and nerve-racking as other occupations? Certainly they are, and yet we find the banker working from 5 to 6 hours daily 6 days a week and the school teachers 5 hours 5 days a week, and so on.

Yet the third-class postmasters go on and on day in and day out, year in and year out.

That third-class postmasters be granted 15 days annual leave with pay. (This is done in practically every other branch of the Government service—why not extend it to the third-class postmasters?)

That the assistants' pay be not less than 50 per cent of the postmasters' salary as a minimum. Conditions have so changed that the ordinary Negro laborer can get better pay than that allowed for clerks at the larger offices of this class. How, then can we expect the best service? An old saying is that we usually get what we pay for. If we pay poor salaries, can we expect good service?

That any allowance made or granted on account of extra work or unusual conditions be in addition to that allowed for an assistant.

For example, at my office, we have to handle mail in transit for two other offices for which I am allowed \$180 per annum for separations (of course this is extra work), however, this is included in my total allowance for clerical help.

The maximum amount allowed for offices the size of mine is \$600 per annum.

I am allowed for separation of mails, \$180; clerk, \$400; total \$580, or \$20 less than the maximum for handling local mail only.

That all increases be retroactive from July 1, 1918.

In making this request it should be borne in mind that we have been for several years having to bear the increased cost of living out of our meager salaries and when at the outbreak of the war living costs rose by leaps and bounds, the very time that all other salaries were being increased, and the time that we needed an increase to help meet this additional cost of necessities, there came from Washington "Like a bolt from a clear sky" an order that postmasters' salaries would not be increased for the duration of the war, notwithstanding that additional duties and responsibilities were added yet not a murmur went up from the army of postmasters but they did their duty as faithfully as the boys who "Went over the top."

That Sunday work be reduced to a minimum.

There was found among some of the postmasters at the Columbia meeting those who were having to handle mail over a period of from 10 to 12 hours on Sunday. It seems that quite a bit of this could be avoided if proper action was taken by the department, for, several years ago by an act of Congress first and second class offices were allowed to remain closed throughout the day. If this can be done in the cities why certainly it can be reduced at the smaller offices.

The postal service is the only branch of the Government that comes in daily contact with every business and individual throughout the land and is the yardstick by which the Government is measured, the efficiency of the Government is measured by the efficiency of the postal service, therefore every effort should be exerted to keep the postal service upon as high a plane as possible, which can only be done by keeping faithful and efficient employees in the service by making the salaries and working conditions as attractive as possible.

The retirement act will soon be brought before Congress, and I believe that postmasters should by all means be included under its terms as other civil employees for certainly they do not receive compensation sufficient to put aside anything for their old age.

SECOND-CLASS POSTMASTERS.

STATEMENT OF MR. W. B. McCANTS, WINDER, N. C.

Mr. McCANTS. I am a postmaster of the second class. I do everything that these gentlemen here have been talking about that they do. I am the postmaster; I am the janitor when he does not come; I issue money orders; I register mail and do everything in a second-class post office. For that I receive a salary of \$2,000 a year, which I think is not in keeping with the work and the responsibilities.

We sell in that office documentary, proprietary, war savings and thrift stamps, in addition to all denominations of postage stamps. Now, I am liberal in my views. I could live at one time on \$2,000, but I told my friend, Congressman Bell, that I no longer can live on that salary, which is true; and if it were not for the fact that I had been blessed with a small income from other sources I would just have to quit the service and go to work at something else. Of course, I could make more money at something else. It would hardly seem possible that I could do all the work I say I do, but I am not as old as I look. I go to that office about 7 o'clock in the morning and work until 7 or 8 o'clock at night, with a short rest for dinner. I do not get any supper until I close my office, after finishing the day's work, and go home. It seems to me there are no other second-class postmasters who have appeared here, and I judge there are no others interested except myself.

Senator MOSES. That is not so with reference to the whole country, Mr. McCants. They have appeared at other places.

Mr. McCANTS. That may be true, but I realize that second-class offices are not given much consideration, because they are a kind of interim proposition. There are more third and fourth class post offices all over this country than any other kind. The big cities of the country have first-class offices, but when you strike towns like Winder they are second-class offices. Some, of course, have greater receipts than others, but I do exactly the same work in my office, outside of paying vouchers, that Mr. Jones does in the great city of Atlanta. There is not a thing that he has in his office but what is done in mine. The responsibilities are very great, the burden is very onerous, my duties are manifold, and I just appeal to you gentlemen to give all second-class offices an increase, and I am, most respectfully, your humble servant.

STATEMENT OF MR. T. P. McLEOD, HARTSVILLE, S. C.

Mr. McLEOD. I have been instructed to ask for a 25 per cent increase.

Senator MOSES. You represent whom?

Mr. McLEOD. The second-class postmasters of the State of South Carolina. In our meeting at Columbia we were not represented all over the State, but still we had there a representative body of second-class postmasters, and it is not necessary for me to go into detail and tell you all the various duties that have been placed upon us in addition to handling the Postal Service. We have embodied that in our brief and will submit it to you for your consideration.

I just want to state that that 25 per cent was arrived at after a full discussion, but we also recommend that the matter of the various

activities of the Postal Service be taken into consideration when these increases are studied out and recommendations made, for the simple reason that at the various offices the conditions are different. In other words, we do not think it is fair that the salary be placed on a basis of the revenues of the office, for the simple reason that such a condition is not such as to make the compensation of the postmaster just what it should be. In one office we have these various activities and responsibilities of such a nature, while in another office these responsibilities are not present, or they are put off to other departments. They have supervisory officials, etc., to take the responsibilities off the postmaster.

I heartily concur in what Mr. McCants has said about the second-class postmasters whose salaries run from \$2,000 to \$2,500. Along that line, we have to engage in every kind of work in the office. Sometimes I have them calling me up at the office before I go on duty at 8 o'clock, telling me a man is sick, and I have to go on down, and if I can not get a man to put in his place, I have to go out and take his place. I have worked in every department, with the possible exception of having served a rural route. I have all those responsibilities on me, and I particularly ask for an increase because of the high cost of living.

Senator MOSES. Thank you very much; and in the name of the commission, I wish to thank the Postmasters' Association of South Carolina for their moderation in asking only 25 per cent.

The brief referred to follows:

BRIEF SUBMITTED BY MR. T. P. McLEOD, OF HARTSVILLE, S. C.

The undersigned representative postmaster has been duly authorized by postmasters of the second class in South Carolina to appear and present to your honorable commission the arguments hereinafter set forth in their behalf in particular, and a summary in behalf of postmasters of all classes. I therefore beg leave to submit the following:

CHANGE IN STATUS OF POSTMASTERS.

There have been no changes in the classification of salaries of postmasters of the presidential class since March 3, 1883. We believe it will be admitted without question that the conditions surrounding the appointment of postmasters in 1883 were entirely different, both from a service and a personal standpoint, than they are to-day. Under the system as it existed then and for many years afterwards qualification and ability were not considered of first importance, and the appointee was not required to give much of his time to the duties of his office. He was only expected to assume the responsibility of accounting for the funds which came into his hands. In nearly all cases postmasters had other and more lucrative business or employment.

PRESENT CONDITIONS AND QUALIFICATIONS SURROUNDING APPOINTMENT OF POSTMASTERS.

When the present salary schedule was inaugurated in 1883 it was permissible for postmasters to have some outside resources to supplement the pay of their offices and they were allowed, without criticism, to engage in outside commercial activities. In later years, however, the demands of the service have become so persistent as to preclude the possibility of postmasters successfully carrying on any permanent or extensive enterprises, and finally by direct order of the department postmasters must devote at least eight hours a day to their offices, the possibilities of adding regularly to their income by outside endeavor has been reduced to practically nothing.

It will not avail us to go further into detail as to past and present duties of a postmaster, and we only desire to cite enough evidence on this point to forcibly bring to the attention of this conference the fact that we are not traveling along in the same old rut, and that a present-day postmaster is an entirely different official from the old-day postmaster.

The position has increased in importance and in the required duties thereof, but the salary classification has remained unchanged for 36 years.

INCREASE IN DUTIES OF POSTMASTERS.

(a) *General.*—Postmasters' duties were greatly added to by reason of the war, but it is far from our intention to urge any increase in salary or other personal benefits for any war work or activity. We assert that there was no more loyal or patriotic body of men engaged in war work than the postmasters of the United States, and we resent even the suggestion that we have received or now desire to receive any reward whatsoever for the many and diversified services rendered by us.

However, it is a fact that, outside of war work, the post office has gradually become the agency for all other departments at Washington. It is a wonderful system, whereby the Government has a personal representative in every city, village, or cross-roads in the United States. And the usefulness of that system is fast becoming more apparent at Washington. The Treasury Department, the Agricultural Department, the Census Bureau, and the War and Navy Departments are constantly and regularly calling upon the postmaster for information and services. It is almost a daily occurrence to receive a request which reads "by permission of the Postmaster General," for some statistical information, or for some service outside of postal affairs.

(b) *Custodians of buildings.*—Many postmasters of the second class are custodians of post-office buildings. The appointment as custodian comes from the Treasury Department unsolicited, and is entirely outside of the Post Office Department, and not in any way to be construed as a part of the Postal Service or work. The custodian is obliged to supervise the janitor force, negotiate contracts for repairs, additions to the building, annual supplies, etc., and then to supervise the work, make inspection thereof, and certify vouchers. In addition the office is burdened with much correspondence and clerical work.

For all of this the postmaster is not paid. He is compelled to render services as custodian without remuneration except his salary as postmaster.

CENTRAL ACCOUNTING SYSTEM.

The inauguration of the central accounting system affects principally offices of the second class, although there are many first-class offices and a few third-class which have been designated as central-accounting offices. Your commission is probably thoroughly familiar with this system but in order to make this argument complete we will very briefly outline the idea involved, as follows: Formerly every single post office, regardless of class, worked direct with Washington; received their supplies direct and accounted direct. Under the central accounting system practically all communication on the part of the third and fourth class offices with Washington is cut off. Third and fourth class post offices, now known as district offices, make requisition on their central accounting office for all stamps and stamped paper, and make their reports to the central accounting office. This is, briefly, the system as established by the department, but in addition the system has grown to the point where the district offices make the same use of the central accounting offices that they formerly did of the department at Washington.

They apply to the central accounting office for all information desired, interpretation of rules, regulations, and orders, and for advice generally. In addition they make frequent requests to be furnished with supplies and materials. All cash is paid into the central accounting office. It will be readily understood what a wonderful saving this system is to the department, not only in accounting labor, but in relief from almost constant communications from district offices, which may now go to the central accounting office. When the accounts of the central accounting office are audited, it is in effect an audit of all the district offices under the jurisdiction of the central accounting office.

This system necessarily shifts all the burden of this work from the department to the central accounting offices, yet no credit is given the central accounting office and no increase in the salary of central accounting postmasters has been made.

The increase in the duties, utility, and responsibility of the central accounting offices is, in our opinion, so apparent as not to require discussion and we will pass on.

UNFAIRNESS AND IMPROPRIETY OF PRESENT METHOD OF OCCUPATION OF POSTMASTERS' SALARIES.

It is, of course, well known that salaries are now computed on the basis of volume of postal receipts, that is, on the volume of sales of stamps and stamped paper, and that alone.

Your honorable commission is familiar with the salary tables, but for convenience of reference we will quote them at length herein, as follows:

THIRD CLASS.

	Salary.
Receipts of \$1,900 and not exceeding \$3,100.....	\$1, 000
Receipts of \$2,100 and not exceeding \$2,400.....	1, 100
Receipts of \$2,400 and not exceeding \$2,700.....	1, 200
Receipts of \$2,700 and not exceeding \$3,000.....	1, 300
Receipts of \$3,000 and not exceeding \$3,500.....	1, 400
Receipts of \$3,500 and not exceeding \$4,200.....	1, 500
Receipts of \$4,200 and not exceeding \$5,000.....	1, 500
Receipts of \$5,000 and not exceeding \$6,000.....	1, 700
Receipts of \$6,000 and not exceeding \$7,000.....	1, 800
Receipts of \$7,000 and not exceeding \$8,000.....	1, 900

SECOND CLASS.

Receipts of \$8,000 and not exceeding \$9,000.....	\$2, 000
Receipts of \$9,000 and not exceeding \$10,000.....	2, 100
Receipts of \$10,000 and not exceeding \$11,000.....	2, 200
Receipts of \$11,000 and not exceeding \$13,000.....	2, 300
Receipts of \$13,000 and not exceeding \$16,000.....	2, 400
Receipts of \$16,000 and not exceeding \$20,000.....	2, 500
Receipts of \$20,000 and not exceeding \$24,000.....	2, 600
Receipts of \$24,000 and not exceeding \$30,000.....	2, 700
Receipts of \$30,000 and not exceeding \$35,000.....	2, 800
Receipts of \$35,000 and not exceeding \$40,000.....	2, 900

FIRST CLASS.

Receipts of \$40,000 and not exceeding \$45,000.....	\$3, 000
Receipts of \$45,000 and not exceeding \$60,000.....	3, 100
Receipts of \$60,000 and not exceeding \$80,000.....	3, 200
Receipts of \$80,000 and not exceeding \$110,000.....	3, 300
Receipts of \$110,000 and not exceeding \$150,000.....	3, 400
Receipts of \$150,000 and not exceeding \$200,000.....	3, 500
Receipts of \$200,000 and not exceeding \$260,000.....	3, 600
Receipts of \$260,000 and not exceeding \$330,000.....	3, 700
Receipts of \$330,000 and not exceeding \$400,000.....	3, 800
Receipts of \$400,000 and not exceeding \$450,000.....	3, 900
Receipts of \$450,000 and not exceeding \$500,000.....	4, 000
Receipts of \$500,000 and not exceeding \$600,000.....	5, 000
Receipts of \$600,000 and upwards.....	6, 000

From the above table of salaries it should be noted that as the volume of business transacted grows, the percentage of increase in salary is lowered.

The larger the postal business transacted, under ordinary and normal circumstances, the larger the general business of the office, or in other words, the postal receipts are only a barometer, and with their increase there is also an increase in all other departments and divisions of the office. This means an increased force to supervise; increased accounting, increase in incoming mails and deliveries, increased registry and insurance business, and in fact a corresponding increase in the business of the entire office.

As stated these tables take into consideration only the actual postal business transacted. This is really the easiest and most simple of all the post-office work.

One or two clerks can do all of the accounting in your office doing from \$25,000 to \$45,000 business. What are the other clerks doing?

They are looking after the dispatch of mails, receipts of mails, deliveries, money order, registry, postal savings, parcel post, insurance, collections, C. O. D., money-order deposits, handling of supplies, nixie desks, postage-due desk and countless other duties of an office of this size.

All of the above comes under the direct supervision of the postmaster. He must positively see that all of the parts of this great system are properly functioning. For all of this work the postmaster receives no credit whatsoever in the line of compensation.

READJUSTMENT OF POSTMASTERS' PAY.

Since the present schedule of postmasters' pay was formulated the following activities have been introduced and not one of them is directly represented in the receipts, viz: Postal savings, rural delivery, village delivery, central accountancy, parcel post, Government-owned vehicle service, highway express routes, subagencies, supply depots, and last but not least the growing C. O. D. business.

June 30, 1919, the amount of postal savings on deposit was \$148,471,499 in 5,931 offices.

Rural routes were serving 27,290,459 families, or 66,041,404 persons, and cost \$53,166,502. They handled 3,892,927,736 pieces of mail, 43,320 carriers were employed on 43,453 routes, covering 1,127,110 miles.

Eight motor-vehicle express routes, running from January 1, 1918, to June 30, 1918, employed 105 trucks, earning at an annual rate \$430,396.78, of which the annual profit would be \$40,772.08.

In the Government-owned vehicle service, 464 trucks were purchased at an expense of \$774,854.57, making a total of 965 trucks in service.

Central accountancy was established in approximately 2,000 offices.

These are samples of activities that have been added to postmasters' duties and responsibilities that are not in any way reflected in postmasters' pay.

The readjustment of postmasters' salaries for 1918 shows that while the gross receipts for the calendar year ending December 31, 1917, showed an increase of \$27,858,144, the total postmasters' pay as readjusted on these receipts, showed a decrease of \$108,500.

A fair salary schedule would recognize these duties and responsibilities and give compensation for them.

PLAN OF READJUSTMENT OF POSTMASTERS' PAY.

It is impossible to figure a schedule of post-office pay without having a complete tabulation of receipts, and a record of activities as the post office grows, such as mail distribution, domestic money orders, foreign money orders, postal savings, star routes, rural delivery, village delivery, central accountancy, free delivery, depository work, branches of the dead-letter section, subagencies, supply depots, foreign-exchange offices, Government vehicle service and highway express service. Post offices should be reclassified so as to secure a better pay for lower-grade offices than under the present schedule of pay, and a percentage should be added to the pay for each additional activity added to the post-office work in the lower grades.

In applying these percentages it would not be difficult to graduate them into amounts in proportion to the extent of the activity involved, such as added compensation for the supervision of each star route starting from an office, or each rural route, or each hundred or thousand money orders issued, or population served, or each square mile of territory entitled to and given free delivery, or the number of post offices depositing or receiving supplies, or the amount of exchange work done.

All different activities are installed after investigation and permission by the Post Office Department and after further investigation as additional clerk and carrier hire are applied for.

COMPARISON OF POSTMASTERS' SALARIES WITH SALARIES PAID IN BANKING, INDUSTRIAL, AND OTHER BUSINESS CIRCLES.

It should be considered that the post office is simply a great big business, operated upon business principles, and in which business the postmasters are valuable and experienced executives thereof. If comparison is made with the salaries of the more important employees in banking, commercial, and industrial activities, it is really apparent that such salaries are largely in excess of those paid to postmasters.

(a) *Banking*.—Because of the peculiar nature of the banking business, which is practically dealing in dollars, it would be unfair to compare the business transacted in dollars and cents with the postal business. We have also taken into consideration the fact that executive heads of banks are often large stockholders and thereby receive unusual salaries. So, in setting forth our statistics as applied to banking circles we have only considered the salaries paid to cashiers, tellers, etc., who are not the actual heads of the institution, but employees in the commonly accepted meaning of the term.

We have received information from 14 cities concerning banking institutions, which shows that the average salary paid to officials such as described above to be \$5,783 plus.

In considering the above statistics the difference in the character of the employment should be taken into account. In the case of cashiers, tellers, etc., their duties are chiefly ministerial. They are not usually required to exercise any particular degree of discretion. The higher executive heads, the boards of directors, the discount and examining committees, assume nearly all the responsibilities, whereas the postmasters' duties are almost entirely executive, and the exercise of discretion and sound judgment is the first and foremost requirement of the position. The bank cashier and teller are but a cog in the wheel, whereas the postmaster is the power which rotates the wheels of his own office.

CONCLUSION.

(b) *Industrial and business circles.*—In conclusion we desire to urge upon the commission the peculiar position occupied by the postmaster in his respective community. We realize that a public official can not expect to receive compensation from the Government because of duties and obligations outside of his official work, but, nevertheless, the customs and traditions which have grown up around the office of postmaster and which have been countenanced by the Government either officially or unofficially, and which have now become a fixed responsibility, must be considered in arriving at a fair and just compensation for postmasters.

Permit us to refer to the local standing of the postmaster in his community.

To satisfactorily perform these multifarious official and unofficial, though very necessary duties, he must have the respect of his community to commence with, and must retain this respect throughout his tenure of office. In short, the postmaster, to be an efficient official, must "maintain a position," and to do so costs him much money.

As we stated at the outset of this brief, the present salaries of postmasters were fixed 36 years ago, when the receipts of the Post Office Department were \$45,650,624.82 as compared with the receipts of the last fiscal year ending June 30, 1918, which were \$388,975,962.24, which included \$44,500,000 of war postage. This is more illuminating as to the need of a reclassification and readjustment which will increase postmasters' salaries than any other argument we can advance.

I respectfully submit this as our case.

BRIEF SUBMITTED BY J. W. MCGLATHERY, POSTMASTER, HUMBOLDT, TENN.

Representing the postmasters of the second class in west Tennessee, I beg leave to submit the following arguments to your honorable commission in their behalf:

SALARIES RECLASSIFIED.

You are aware of the fact that the salaries of postmasters of the presidential class have not been reclassified since 1883. No other salaried position on record has held its own like that of the postmaster, yet it is not permissible for him to engage in outside business as was formerly the custom. At one time the postmaster's salary was merely an addition to his other earnings, and this was a time when living expenses were at least 100 per cent less than they are to-day. Considering the reduction in income and the increase in expenses we ask, What is the remedy?

INCREASED RESPONSIBILITIES.

In calling your attention to a few of the duties that have been added to the office we wish to be understood that we do not include those duties that were added on account of the war. We have cheerfully done every thing called upon in the way of war work and many of us have connected ourselves with the Red Cross, Y. M. C. A., and other voluntary work.

There are a few postmasters of the second class who are fortunate or unfortunate enough to be in Federal buildings, and to these have been added the responsibility of custodianship. While this is seemingly a position in name only, there are many duties connected with it, such as looking after the janitor force, certifying vouchers, negotiating contracts for repairs to the building, obtaining and submitting proposals for annual supplies, and doing the necessary correspondence. All of this in connection with his duties as postmaster without additional compensation.

CENTRAL ACCOUNTING.

While the central accounting system does not affect all second-class offices there are a few of us who are thoroughly acquainted with the added responsibilities of this system. Before this plan was adopted every post office in the United States regardless of size or class, made direct reports to Washington. In order to show more clearly just what this work means let us take for illustration the county of Gibson, where Humboldt was made the central accounting office with 12 district offices. Each of the 12 district offices makes a quarterly report to the central accounting office, where the reports are audited and forwarded in 1 report to Washington where 1 report must be audited instead of 13 as was formerly the custom. Not only this, but the district offices make all requisitions on the central accounting office for all stamps and stamped paper, including \$200,000 in war savings stamps for 1918, and all proprietary and documentary revenue stamps, thus relieving Washington to the extent that they must fill only 1 requisition instead of 13, and prepare and send only 1 register instead of 13. You readily see that all this work has been transferred from Washington to the central accounting offices, thus adding more work and responsibility, without additional compensation. This is not all, the district offices have been disconnected from Washington so long they do not even apply there for information that is necessary for conducting the business of their offices, but either write or call the central accounting office. In discussing this among a number of central accounting postmasters, the question was asked, How was it ever possible to properly audit the accounts of some district offices under the old plan, when in numbers of cases it has been necessary to return reports for correction as many as five times and write a letter each time, and yet the ruling is that all central accounting offices are expected to get their reports in by the 10th?

This must be a great saving to the department in accounting and labor, and while this work has been handed over to the central accounting office no provision has yet been made to increase the salary of the postmaster.

INCONSISTENCY OF SALARIES AS NOW CLASSIFIED.

With reference to the salary table, we wish to call your attention to the inconsistency of the present plan. We take, for example, the Humboldt office, being an average second-class office, doing a business of \$13,000 and receiving a salary of \$2,400. In order to get an increase in salary of \$100 this office must do another \$3,000 worth of business, for the next \$100 increase in salary it must do another \$4,000 business, and for the next \$100 requires another \$4,000 business, and now to get the next \$100 it will be necessary to do an additional \$6,000 business. By referring to the salary table you will note that the first increase in pay of a second-class office is \$100 when the business increases from \$9,000 to \$10,000. The salary increases from \$2,000 to \$2,100, thereby receiving \$100 for the \$1,000 increase. The office doing a \$24,000 business receives a salary of \$2,600 and to get a raise in salary of \$100 this office must show an increase of \$6,000. In the first case the office that did an additional \$1,000 business received \$100, and in the second case the office that did an additional \$6,000 business received \$100. Again we ask, What is the remedy?

According to the salary tables, the postmaster's salary is based entirely on the postal receipts of the office without taking into consideration the increased business in issuing and paying money orders, registered mail, parcel post (especially insured parcel post), receipt and dispatch of mails, deliveries of mails, both in the city and on rural routes, and many other duties of which the postmaster is held responsible. In addition to all this, the postmaster is required to go over each of the rural routes emanating from his office at least once a year. Still the receipts of the office govern the salary of the postmaster.

You will pardon me for referring to the Humboldt office, but I have a few figures to present and will take advantage of this opportunity. I wish to call your attention to the money-order business of this office for the calendar year 1919; also to the receipts of the office and the number of registers:

Money orders issued, 11,854, amounting to.....	\$68, 836. 15
Money orders cashed, 3,312, amounting to.....	28, 912. 13
Postal receipts.....	13, 156. 28

On account of this office being a central accounting office the following duties are added:

There were 838 official registers sent out without reference to the regular number of registers passing through the office. Of this number of official registers, we can safely say that 800 were requisitions from the district offices.

Stamps and stamped paper furnished the district offices by the Humboldt office the past year amounts to \$21,171.85, which amount represents requisitions from \$1 up.

It was very evident that the department appreciated the fact that this office was handling considerable funds when the postmaster's bond was increased from \$7,000 to \$17,000.

Regardless of the amount of funds handled and the necessity of increasing the bond, the postmaster's salary remains the same.

LABORERS.

BRIEF SUBMITTED BY MR. W. C. CHENEY FOR THE LABORERS OF ATLANTA, GA.

Knowing, by experience, that we constitute a very essential element in making the remarkable showing in efficiency and accomplishment for which this office is noted, and among the most arduous and exacting as well as the most poorly paid of all the classes employed here, and that we have nothing to look forward to without taking other examinations, we respectfully request that, if it is in your power to grant us an increase of at least 20 per cent in our salaries, that you will do so.

The maximum that we can draw per month at present is \$86.25.

We are nearly all men of large families; we feel that it must be apparent to you, gentlemen, that under present conditions it is impossible for a self-respecting man to support himself and family on the above stated amount.

We earnestly hope that as matter of simple justice you will grant the above.

Hon. WM. D. UPSHAW. May I record this as part of the proceedings? I have been detained by insistent constituents in my office all day long nearly, and I was just giving this to Mr. Bell, as the Atlanta chairman.

I wish heartily to indorse the application of the post office employees for an increase in salary. I personally investigated their needs in many cases and find that many of them are embarrassed in their family life because of their scant and wholly inadequate salaries.

I learn also that many of the skilled and experienced employees of the post office are resigning to go into other lines of business because of the low compensation they receive.

I have been in pretty close touch with them and I would like to go on record to the effect that I believe they should get what they ask.

Senator MOSES. There being no further classes of employees to be heard, the commission will resume its hearings at New Orleans on Monday morning, at an hour to be fixed by the secretary.

(Whereupon, at 5.30 p. m., the commission adjourned.)

POSTAL SALARIES

HEARINGS

BEFORE THE

JOINT COMMISSION ON POSTAL SALARIES CONGRESS OF THE UNITED STATES

SIXTY-SIXTH CONGRESS

SECOND SESSION

FOR

GENERAL EMPLOYEES OF THE POSTAL SERVICE

HELD AT

—
JANUARY 5, 1920
—

Volume 1
Part 8

**Sup. 1920
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**WASHINGTON
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1920**

JOINT COMMISSION ON POSTAL SALARIES.

JOHN H. BANKHEAD, Alabama, *Chairman.*

JOHN A. MOON, Tennessee, *Vice Chairman.*

THOMAS M. DELL, Georgia.

KENNETH McKELLAR, Tennessee.

A. B. ROUSE, Kentucky.

EDWARD J. GAY, Louisiana.

HALVOR STEENERSON, Minnesota.

THOMAS STERLING, South Dakota.

MARTIN B. MADDEN, Illinois.

GEORGE H. MOSES, New Hampshire.

CECIL A. BEASLEY, *Secretary.*

ISHAM P. BYROM, *Assistant Secretary.*

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POSTAL SALARIES.

MONDAY, JANUARY 5, 1920.

JOINT COMMISSION ON POSTAL SALARIES,
New Orleans, La.

The commission met at 9 o'clock a. m., at the Hotel Grunewald, Hon. Edward J. Gay, presiding.

Present, Senators Gay and Moses and Representatives Bell and Steenerson.

SECOND-CLASS POSTMASTERS.

Senator GAY. We will get right down to business this morning and hear first from Mr. Julius P. Hebert, of Morgan City, La., representing the second-class postmasters.

STATEMENT OF MR. JULIUS P. HEBERT, MORGAN CITY, LA.

Mr. HEBERT. Gentlemen of the commission: I was selected by the second-class postmasters of Louisiana to appear before your honorable committee and present a set of resolutions. Embodied in that set of resolutions is a suggestion relative to a change in the present table of salaries. As you know, the table runs from \$2,000 to \$2,900 and it is recommended that these salaries be increased proportionately to from \$2,600 to \$3,800. The present table contains 10 items; the new schedule contains 13 items. The average increase recommended in this table is 33.6 per cent. That is the only thing in our recommendation that is different from anything I have seen.

Senator GAY. What set of resolutions have you there?

Mr. HEBERT. May I read them?

Senator GAY. I mean who passed those resolutions?

Mr. HEBERT. The second-class postmasters of Louisiana.

Senator MOSES. A State association?

Mr. HEBERT. There is no State association. When the department order was issued that the second-class postmasters should send a delegation to attend the hearings, these postmasters selected a committee to draw up these resolutions. These resolutions were submitted to the postmasters afterwards and none rejected them.

Senator GAY. So that they express the sentiments of all the postmasters of the State?

Mr. HEBERT. Yes.

Senator MOSES. Does it also deal with the allowance for clerk hire?

Mr. HEBERT. No, sir. We do not go into that phase of the matter, because so many different conditions arise in different post offices. However, I do not believe there is any source that is as true a barometer of the amount of work done in a post office as the postal receipts.

I have compiled a statement of the receipts—the number of money orders issued, parcels or letters registered and issued, and for the past five years there has been a proportionate increase. (See Exhibit A.) There are conditions in certain offices where they handle a great number of draw sacks or a large amount of special mail, but the department looks after that and should take that into consideration when application is made for additional clerk hire.

Mr. STEENERSON. Do you second-class postmasters count the fees you get on money orders? You get that extra, beside your salary, don't you?

Mr. HEBERT. We don't get any pay for issuing a money order; we are second-class offices. We can not find any reason why a postmaster of the second class should be paid a fee for handling money orders.

Senator MOSES. Should the allowance be a definite fixed one, or should it be left to the discretion of the department?

Mr. HEBERT. It should be left to the discretion of the department; the inspection service. These men come out to the post office and know conditions pretty well.

Mr. BELL. What per cent of the postmaster's salary should the assistant get? What should be his salary as compared to the postmaster's salary?

Mr. HEBERT. I do not know whether my views on that subject would agree with the majority of the postmasters in the State. However, in a second-class post office the duties of an assistant postmaster are almost identical with those of a clerk. I think, though, that he should be paid—if he is given extra work to do—I think he should be paid \$200 more than the highest paid clerk in the office.

Senator GAY. What is the salary you are getting?

Mr. HEBERT. Twenty-four hundred dollars a year.

Senator MOSES. Your postal receipts are how much?

Mr. HEBERT. Sixteen thousand dollars last year.

Senator MOSES. You would go to \$3,200 under this table?

Mr. HEBERT. Yes, sir.

Mr. BELL. What is the salary of your assistant?

Mr. HEBERT. Fourteen hundred and fifty.

Mr. STEENERSON. His basic salary is only twelve hundred.

Mr. HEBERT. Isn't it the law that the assistant postmaster of the first-class office shall receive compensation equal to 50 per cent of the postmaster's salary, and that the department has applied that to the second class?

Mr. BELL. The basic salary is thirteen hundred.

Mr. HEBERT. The postmaster's salary was increased a hundred dollars, but the assistant could not get it, but I don't believe that the assistant postmaster's promotion should be withheld whether the postmaster's salary is increased or not.

(The resolution referred to follows:)

Whereas a Joint Commission on Postal Salaries has been appointed by Congress and charged with the duty to investigate salaries of postmasters and postal employees, and to reclassify and readjust such salaries on an equitable basis; and Whereas the salaries of second-class postmasters, classified in 10 grades and fixed by the act of Congress approved March 3, 1883, are inadequate and insufficient in view of the present high cost of living, which has been recognized in the adjustment of salaries by employers in the commercial and industrial world; and much less than is paid for similar service in the commercial and industrial world; and

Whereas it is essential that the second-class postmasters must possess the same executive qualifications and clerical ability, together with a measureable knowledge of accountancy for the proper discharge of the duties devolving upon them; and supply the positions with the same mental equipment, as required of the management of the average commercial and industrial enterprise, or banking institution in the community served: Therefore, be it

Resolved by the committee of three delegates representing the second-class postmasters of Louisiana, That we recommend to the Joint Commission on Postal Salaries that in lieu of the present 10 grades of salaries running from \$2,000 to \$2,900 there should be provided the following 13 grades of salaries, to wit:

Gross receipts:	Salary.
\$8,000 and not exceeding \$9,000.....	\$2, 600
\$9,000 and not exceeding \$10,000.....	2, 700
\$10,000 and not exceeding \$11,000.....	2, 800
\$11,000 and not exceeding \$12,000.....	2, 900
\$12,000 and not exceeding \$14,000.....	3, 000
\$14,000 and not exceeding \$16,000.....	3, 100
\$16,000 and not exceeding \$18,000.....	3, 200
\$18,000 and not exceeding \$20,000.....	3, 300
\$20,000 and not exceeding \$23,000.....	3, 400
\$23,000 and not exceeding \$26,000.....	3, 500
\$26,000 and not exceeding \$30,000.....	3, 600
\$30,000 and not exceeding \$35,000.....	3, 700
\$35,000 and not exceeding \$40,000.....	3, 800

MEMORANDUM.

It is well to note that the salaries of postmasters were classified and adopted more than 30 years ago, and have up to a few years ago represented a fair remuneration for the services performed, and were measurably adequate to the then living conditions. During the past few years conditions of living costs have changed upward so rapidly as to render the existing basis of compensation inadequate and insufficient.

Under prewar conditions second-class postmasters were called upon to render services relating solely to the receiving and dispatching of mails and other work absolutely correlated. The accountancy problems and other responsibilities were confined to the postal, money-order, and postal-savings accounts; and the registry, insured, and C. O. D. business.

The exigencies of the war have added to this work many new responsibilities, until to-day they not only perform prewar work, but have been made the medium through which the Government conducts business in activities entirely outside the scope of the prewar work of the Postal Service.

To-day the second-class postmasters act as the distributing agents of the Government, serving the Department of Justice, the War Department, and more particularly the Treasury Department in the selling and accounting for war-savings stamps and thrift, documentary, and proprietary war-tax revenue stamps, and are called upon for information by the Bureau of War Risk Insurance in many instances, all of which draw upon the postmaster's time. These added responsibilities, although of much magnitude, were welcomed by the second-class postmasters, because they felt that it meant the placing of added confidence in their ability to handle any responsibility placed upon them by the Government; but like all men, in all walks of life, they feel that added responsibility calls for added remuneration.

EXHIBIT A.—STATEMENT OF RECEIPTS OF THE MORGAN CITY POST OFFICE FROM JUNE 30, 1914, TO JULY 31, 1919.

POSTAL RECEIPTS.

Year ending June 30:	Year ending June 30—Continued.
1915..... \$8, 372.42	1918..... \$15, 459.76
1916..... 8, 783.28	1919..... 16, 523.76
1917..... 9, 964.29	

MONEY ORDERS PAID.

Year ending June 30:	Year ending June 30—Continued.
1915..... \$2, 135	1918..... \$2, 860
1916..... 2, 459	1919..... 3, 762
1917..... 2, 622	

MONEY ORDERS ISSUED.

Year ending June 30:		Year ending June 30—Continued.	
1915.....	\$6,760	1918.....	\$10,738
1916.....	6,913	1919.....	12,597
1917.....	8,021		

NUMBER OF PARCELS INSURED.

Year ending June 30:		Year ending June 30—Continued.	
1915.....	\$637	1918.....	\$2,215
1916.....	1,289	1919.....	4,315
1917.....	1,569		

NUMBER OF REGISTERED PIECES.

Year ending June 30:		Year ending June 30—Continued.	
1915.....	\$1,589	1918.....	\$1,971
1916.....	1,487	1919.....	2,953
1917.....	1,586		

CITY LETTER CARRIERS.

Senator GAY. The next on the list is Mr. H. A. Christenberry, who is allotted five minutes.

STATEMENT OF MR. H. A. CHRISTENBERRY, NEW ORLEANS, LA.

Mr. CHRISTENBERRY. I had planned from the very beginning, gentlemen, to make my appeal brief. With the short paper that I had prepared I thought I would say just a word or two.

One of the first things I will say is with regard to the high cost of living. I don't care to base our appeal on what men in other lines are receiving. But it is a fact that we should get a better wage than we are receiving. You gentlemen know if you had to depend upon the salaries you are getting you would have a hard time getting along. I entered the service 19 years ago, and in all that time I have been engaged in outside work after hours.

Senator GAY. How long have you been a carrier?

Mr. CHRISTENBERRY. Nineteen years. From the beginning I started doing outside work.

Senator GAY. How many increases have you had?

Mr. CHRISTENBERRY. I received the regular promotions.

Senator GAY. Have you had any since?

Mr. CHRISTENBERRY. I had one in July.

Senator GAY. That was the one Congress passed?

Mr. CHRISTENBERRY. Yes, sir; the temporary bonus.

Senator GAY. What do you get now?

Mr. CHRISTENBERRY. Sixteen hundred and fifty dollars. I want to add right there, that I had a son 20 years old who is getting more pay than I am, although I have been in the service all these years.

Senator GAY. About what increase do you think would be right?

Mr. CHRISTENBERRY. I think there should be three grades; eighteen hundred, twenty-one hundred, and twenty-four hundred.

Senator GAY. That is the concensus of opinion of all the places we have visited.

Mr. CHRISTENBERRY. I believe the substitutes should also be credited with the time they have served. During my period as a substitute I made an average of \$30 a month.

Mr. BELL. You mean they should have time off for the time they serve over eight hours?

Mr. CHRISTENBERRY. No, sir; I mean when they get a regular appointment that they begin at the grade the time they have put in would entitle them to. I would like also to mention overtime. I have in mind a man who made 80 hours—80 to 89 hours overtime this past month. That overtime becomes very hard and tiring and the men can not stand it. That is why we asked for an 8-hour day many years ago. In an emergency, of course, the men do not object to it. Some of the men take pay for the time they should have off on holidays, but I want to tell you that it is hard on a man's constitution to have to put in overtime after working for eight hours; it is hard to work the overtime we have been compelled to work the past few years.

Mr. STEENERSON. What is the difference between working overtime and working on the outside?

Mr. CHRISTENBERRY. We go home, bathe and rest up, and it is not laborious work.

Mr. BELL. And it is also a relief?

Mr. CHRISTENBERRY. Yes, sir. I did a salesmanship business, which is not laborious. I would like to touch on the quality of the men we are getting in at the present salaries. It is not sufficient to attract men into the service of the right caliber. We are getting men that seem to have been picked up off the street. One day this past week the foreman told one man he would never make a letter carrier. This man had a bag (of mail) which he figured was too heavy and went to the foreman and told him he couldn't carry it. The foreman told him he would never make a carrier. That shows the quality of men we are getting under present conditions.

I don't know whether you want to hear anything about the sanitary conditions of the post office.

Senator GAY. Yes; we are glad to hear it.

Mr. CHRISTENBERRY. The sanitary conditions are deplorable.

Senator GAY. In what station.

Mr. CHRISTENBERRY. Station B. I am not complaining. I have been told that nothing can be done on account of the lease that has been signed.

It is about 35 blocks above the center of the city; about 20 minutes ride. The toilets are just adjoining the lunch room, and our lunch has to be eaten in the same room. A man will be sitting there eating his lunch and others will be sitting on the toilet. It has been reported time and time again. I took it up with the sanitary department of the city, but never got any results.

Mr. STEENERSON. Why don't you take it up with the postmaster?

Mr. CHRISTENBERRY. It has been taken up with the postmaster.

Mr. STEENERSON. And he hasn't done anything?

Mr. CHRISTENBERRY. No, sir.

(The brief referred to follows:)

BRIEF SUBMITTED BY H. A. CHRISTENBERRY.

In representing the carriers of the New Orleans (La.) Post Office, I beg to submit the following facts and suggestions:

If carefully-prepared statistics furnished by the National Industrial Conference Board can be taken as accurate, the cost of living has increased 71 per cent on account of the war. Thus, an individual who was receiving \$100 a month in 1914, must now receive \$171 a month to live as well as he did then.

Notwithstanding this fact, postal employees have received very little increase in salary during this period, and it is well known and commented upon throughout the country, that the pay of postal employees has not kept pace with the cost of living, nor with the pay of men in other walks of life doing similar work.

While we do not care to base our appeal altogether on the pay received by others, we, at the same time, feel that as Government employees, we should be paid a salary that will enable us to support our families, giving them the same benefits and pleasures as those employees working for private corporations or individuals. We are compelled to undergo a mental and physical examination; also our moral reputation should be above reproach, yet there are thousands of men all around us who have not the qualifications necessary to enter the Postal Service, receiving more pay for the same number of hours of labor, besides time and one-half and double time for overtime.

I use the word "labor" in the foregoing paragraph advisedly, as comparatively few people are aware of the strenuous labor involved in performing the duties of a letter carrier. We go willingly, not grudgingly, through snow and rain, cold and heat and it is often impossible or impractical to protect ourselves against these hardships, on account of the heavy packs we are compelled to carry, often reaching a weight of 60 to 75 pounds.

It takes several years to become an efficient letter carrier, and I believe this fact should be given earnest consideration by your honorable body. We do not think it necessary to take up your valuable time by going further into the increased cost of living expenses, food, clothing, recreation, etc., while numerous instances could be cited; we feel that you are thoroughly acquainted with the existing conditions along these lines. But taking a few items from my personal experience, I beg to submit that I had to resort to the expediency of borrowing money to send one of my sons to school, an act which, of course, I do not regret, as by strict economy and doing outside work, I have been enabled to repay this sum. I can also state that I am to-day wearing the same winter suit purchased three years ago, and have bought no other woollen suit for my use since that time.

The salaries of postal employees were fixed by Congress in 1912, and there is not a man or woman to-day who doesn't realize that what he or she earned seven years ago does not come, by half way, of meeting expenses of living to-day.

We would respectfully suggest that you give earnest consideration to the enactment of a reclassification law for letter carriers carrying the following increases:

First grade salary	\$1,800
Second grade salary	2,100
Third grade salary	2,400

Permit us at this point to offer a plea in behalf of the substitute letter carrier, due to the broken hours, shifting of work from one route to another. The poor pay they receive and the number of years they must work before receiving a regular appointment, makes their lot a hard one, and the position very unattractive. They serve from two to five years, and when finally receiving an appointment, must begin at the lowest salary, not being given any credit for time served as substitute.

We earnestly request that you give consideration to the enactment of a law that will guarantee to them a salary of not less than \$100 per month, and that will give them credit for time served as substitute when appointed to a regular position.

STATEMENT OF MR. NORTON H. BAILEY, DALLAS, TEX.

Mr. BAILEY. I am sent here by the carriers of Dallas, Tex., to represent them. I want to say now that this is something we have been wanting for years; the right to appear before a committee of Congress and lay our case before them.

The men in Dallas are paying my expenses pro rata, so that I can come here and ask you gentlemen to give us a salary that we can live on. Conditions are such now that the men are compelled to work on the outside; they are compelled to go out and get clerical work or anything, and the hardest proposition of it all is that the children are forced to quit school, deprived of an education, so that they can go out and work. That hurts all of their future years.

Senator GAY. What do you get?

Mr. BAILEY. Personally I draw \$1,650. I have been in the service 13½ years.

Senator GAY. What is the average salary?

Mr. BAILEY. The average? I couldn't tell you. It commences at twelve hundred and goes up to sixteen hundred and fifty.

Mr. BELL. How many carriers have you in Dallas?

Mr. BAILEY. One hundred and fourteen. In the last four weeks we have had four on the substitute list. Before that we had not one. As soon as they were appointed a substitute they were appointed to the regular force if they showed any real ability at all. Right now is the only time we have had an eligible list for some time. We have had to take men from any place. This summer we went out to one of the office buildings and got one of the elevator men and put him on that route.

In sending out questionnaires we found that the average family was three to five, and the average expenditures were \$122.92 more than the highest salaries paid by the Government. Some of the men are working in stores or anywhere they can obtain work. Since 1907 we have had a 37½ per cent increase, from \$1,200 to \$1,650, and in the same length of time the living expenses have increased 87½ per cent.

I would like to call your attention to five men who left the service in the last six months. Of these five, none are making less than 50 and some over 100 per cent more than they did in the service. One is in the insurance business, another in a grocery store; another is running a bakery and still another is with his father in a general merchandise store.

There have been some bad postal laws passed from time to time. In 1906 or 1907 there was a ruling passed—the 30-day law. A regular carrier could work 30 days and lay off the 31st day and draw full salary. The substitute at first received his pay, but later had to refund it. There are several cases in the Dallas office where the substitute did the work on the 31st day and got no pay. Another thing, on a holiday a clerk can lay off on one of these seven specified days and receive full pay. A carrier, provided the schedule calls for work, does not receive pay, although he has the privilege of receiving compensatory time. If he doesn't work he doesn't receive either compensatory time or pay.

I would like to ask you to correct a wrong. A man who was entitled to his automatic promotion on July 1, 1918—a man getting \$1,100 and who was entitled to his promotion on July 1—but at that time the automatic promotion was cut out and he received the \$200 bonus, and that classed him as \$1,100 instead of \$1,200. A man coming up for promotion in January is pretty well taken care of. He has no real kick like a man that came in at another time.

Senator MOSES. Do you know any way we could compel the postmaster to do what we wanted him to do; what it had been our intention to have him do?

Mr. BAILEY. I do not.

Mr. BELL. That was fixed by law.

Senator MOSES. You mean the \$200 increase joker.

Mr. STEENERSON. That fell in the limitation that no one should receive more than \$200.

Mr. BAILEY. Don't you think the man who had worked for a year was entitled to his automatic promotion?

Mr. BELL. I think in a case like that he should; but there were few of those.

Mr. Bailey submitted the following brief:

BRIEF SUBMITTED BY NORTON H. BAILEY, DALLAS, TEX.

In taking advantage of your permission to submit in writing a further statement of our position on the question of adequate salaries for postal employees, I will endeavor to confine myself to a simple statement of conditions at present affecting the working conditions of the letter carriers of the Dallas, Tex., post office, and will try to avoid any unnecessary statistics regarding general advances in cost of living, etc., as your honorable body is doubtless fully informed along these lines already.

NEED OF THE LETTER CARRIERS FOR AN ADEQUATE SALARY.

When the automatic salary law was passed in 1907, Congress gave to the postal employees what was rightfully considered an adequate salary under conditions such as then existed. The carrier then drawing the maximum salary and who was immediately promoted to \$1,200 had little cause for complaint for several years; the carrier drawing less, or just entering into the service, fared not so well, as you will recall that shortly thereafter there began a steady increase in the cost of living, which very nearly, or quite amounted, from year to year, to as much as the yearly increases, especially when considered in connection with increasing family obligations, and the sharp increases in 1915 rendered the situation serious.

This sets forth very clearly the fact that for the man entering the service during the past 12 to 15 years has had no "years of plenty" to enable him to lay by for the lean years, but has been living from year to year in the hopes that conditions will be better next year.

From 1915 to the present year we have had increases in salary from time to time, totaling 37½ per cent, but during this same period the cost of living in Dallas has increased far in excess of this amount, the total increase for Dallas being reliably estimated at 88 per cent. Thus, "the last stage is worse than the first."

The Dallas Letter Carriers' Branch appointed a committee to gather information regarding the living expenses of the individual carriers in the Dallas office. The committee conducted a painstaking personal investigation to learn, as near as possible, what each carrier's actual living expenses were, exclusive of money spent for pleasure, recreation, or unnecessary expense. The data thus gathered was carefully verified and averaged, and the record so compiled would show that the carrier with a family of from three to five, even at the maximum salary, is at present spending for actual living expenses \$122.92 more than he can earn from the Government.

The largest family reported contained 11 members, with a monthly expense of \$256.50. On account of the unusual size, this was not included in the general average.

Aside from payments on homes, only two reported any saving per month out of their salary.

From reports submitted, at least 30 per cent of the carriers are doing some form of work outside of carrying mail to piece out their incomes. In a great number of cases the wife or some other member of the family is working. A number reported that they were renting out part of their homes to help meet expenses. It was also evident, from personal conversation with the various carriers turning in reports, that practically every carrier with a family was either earning some outside income, to the detriment of his efficiency in the service, or piecing out his income with borrowed money or credit, to the detriment of his peace of mind, efficiency, and good health.

The committee felt that the reports submitted represent the actual facts as requested, without exaggeration, as a number brought their monthly bills or canceled checks to support their statements.

Comparison of wage scale with that of other skilled workers:

From the secretary of the Central Labor Council the information was obtained showing the wages paid the different crafts to range from \$5.50 to \$9 per day, the greater number of trades drawing \$7 per day; unskilled day laborers average \$3 to \$4.50 per day.

This comparison is offered only because it is necessary for the letter carrier, earning \$1,200 to \$1,600 per year, to buy his living in open market in competition with these workers drawing an average wage of \$2,000 per year.

It was impossible, in the opinion of this committee, for a letter carrier to live decently and raise and educate a family on less than a minimum of \$1,800, with a maximum of \$2,400 per year, to be reached in three grades, and to avoid hardships and increasing indebtedness this relief should be available by July, 1920; in fact, it should be available as soon as possible.

GOVERNMENT NEED FOR EFFICIENT SERVICE.

From the standpoint of the best interest of the service it is absolutely essential that adequate measures be taken promptly to put the service back on its old footing of efficiency and dependability. That the quality of the service has deteriorated is a fact plain to anyone having even a superficial knowledge of conditions. This is not necessarily to be attributed to any difference in the management of postal affairs, but rather to the inferior quality of service possible to obtain at the present salaries paid. This does not mean that the older carriers in the service are not giving the best service possible, as the records will clearly show, but from time to time these efficient men are being forced to quit the service to secure more remunerative work elsewhere. Their places are being filled by men not nearly so well qualified for the work, and the service suffers.

A fair estimate of the kind of men now seeking service in the post office may be had by a study of the recent examinations, in Dallas as elsewhere, where, in spite of the fact that the examinations have been made easier, only a few of the large number of applicants make a sufficient grade to pass, and only a portion of those who pass will accept appointment when learning the true conditions, both as to salary paid, the necessity to serve as a substitute, to learn routes without recompense, and the requirement of having to always report for duty at 6.30 a. m. whether assigned to a route or not. At the present time, the Dallas office is almost entirely dependent on emergency help, which is both hard to get, and, for most part, poor in quality.

Every letter carrier worthy to be in the service has a sincere interest and love for the service. He wants, and does, render the best work possible, taking a personal pride in satisfying both the requirements of the department and of the patrons on his route, but he realizes that he is but one of a number, and that if good, efficient men are to be secured to bring back the Postal Service to its former high state of efficiency, and to maintain same, a sufficient salary must be paid to attract and hold good men.

STATEMENT OF MR. L. M. FIFE, MONROE, LA.

Mr. FIFE. Gentlemen of the commission, I appear here in behalf of the Monroe letter carriers at large. I believe we are receiving far too low a scale of wages. Of course on account of the increased cost of living, the wages paid to letter carriers does not make the position an attractive one to the man on the outside. We have no eligible list. We have only five carriers there now, of which three are regulars and the other two have been unable to pass the examinations. There is no man on the eligible list that can fill a vacancy. In our office there is no possible chance for the carrier who wishes to make a transfer to transfer to the clerical force.

There is no comparison between the wages paid to-day in the Postal Service and the wages paid in outside employment. With the last increase we received of 10 per cent, it only gave us a 35 per cent increase since 1907, whereas the cost of living has increased 83 per cent. That is all I have to say, gentlemen.

Mr. Fife filed the following brief:

BRIEF SUBMITTED BY MR. L. M. FIFE.

On behalf of the letter carriers of the Monroe, La., post office, and the letter carriers in the Free Delivery Service in the United States at large, I ask permission to submit this brief.

In submitting this brief, an argument in favor of increased salaries for postal employees, I wish to set forth the following reasons for same:

1. The qualifications necessary to take a civil-service examination to enter the Postal Service are rigid, and one must be of unusual intelligence, as well as having attained a high-school education in order to successfully pass same. He must pass a rigid physical examination as well as mental, and be of good moral repute. Then, after having passed the examination, his name is placed upon the eligible register and appointment made according to percentage. Appointments are made to the position of substitute, and often substitutes serve an indefinite period, and in the past received 40 cents an hour, only recently receiving an increase to 60 cents an hour. Letter carriers work on an average of 10 years before they reach the maximum grade.

2. During the past five years the cost of living has increased more than 80 per cent. Five years ago and since, the actual necessities of life could be bought for less than half the price paid to-day; to wit: Food, shoes, clothing, etc. Bacon then was 10 and 20 cents per pound; now is 40 and 65. Compound lard was 10 cents per pound; now, 28 and 30. Shoes we wore then cost approximately \$3 per pair; are now retailing for \$7 and upward. Cost of half-soling shoes was 60 cents per pair; now amounts to \$1.50. Uniforms that we bought six years ago for \$11.25 have now advanced to \$24. Shirtwaists were 70 cents; are now \$1.50. Five-room houses now rent for \$35 per month, as compared with \$15 five years ago.

3. During this same period of time the wages of employees in private industry were raised as the cost of living advanced. Letter carriers have only received a temporary increase, including bonus, of 35 per cent since 1907. It will require an increase of not less than 40 per cent to the present scale now in effect to place salaries for letter carriers on a prewar basis.

4. Mechanics and unskilled laborers are better paid than the trained employees in the Postal Service.

5. It requires an income of \$1,800 per annum to purchase the actual necessities of life for a family of five, according to a late report of the Bureau of Statistics of the Department of Labor.

6. We feel that service efficiency is menaced greatly and seriously by the inadequacy in the salaries paid postal employees, and beg to assure you that it is not possible for postal employees to properly maintain their homes, rear their families, meet their other obligations such as church, civic, social, and fraternal.

7. It is not the desire of the rank and file of the letter carriers in the delivery service to desire an increase in salary for the sake of accumulating money or to gain profit from the fruits of their labors. They merely ask that in return for their devoted duties and loyalty to the service that they be given a sufficient salary to enable them to provide food, clothing, and shelter for their families.

8. In view of the above statements of facts, it is suggested that the commission give earnest and serious consideration to the enactment of a reclassification law for letter carriers as follows: First-grade salary, \$1,800; second-grade salary, \$2,000; third-grade salary, \$2,200; fourth-grade salary, \$2,400.

STATEMENT OF MR. GEORGE E. WALLACE, WACO, TEX.

Mr. WALLACE. Gentlemen, I desire to present to you, as near as I can, the conditions existing in Waco, Tex., and bring them to your attention. The conditions in Waco and the central portions of Texas are very much like the rest of the country, except where abnormal conditions exist. I have only two sheets of a brief, but I have some other papers here that I desire to file.

Of course you gentlemen are well aware how appointments are made. First a person must take a competitive examination and he must make a grade of 70 to pass. Then he is appointed a substitute. At the present time substitutes are receiving 60 cents an hour, which, thanks to you gentlemen, is fair pay provided they get the work to do. There are days that they do not get work.

I want to lead up to the fact that the carriers work from 7 to 10 years before they get the maximum salary. I entered the service 25 years ago last September. I received \$600 for the first year. After the first year I received \$850, the maximum salary in the second class at that time. It is a long road up to the maximum salary and oftentimes unless a man augments this on the outside his financial standing is pretty rough; he gets in a desperate condition. If it were not for a good friend in the city in which I live I would have a hard struggle. Of course you can ask the question, "Why do you stay in the service?" It appeals to me and I have been hoping for better conditions, but now I am getting older and am confronted with the condition that I have come to the point where, being a man that works for a salary, I would like to have a little above my living expenses to lay aside.

Senator MOSES. Are you now receiving \$1,650?

Mr. WALLACE. Yes, sir. A man must pay his just debts; he must live right, especially in the post-office service. His moral reputation should be beyond question. You go out to people every day, to their homes, and your reputation should be first class.

We can not possibly get men to come into the service. I am a member of the local civil-service board and I want to call your attention to this paragraph from my brief:

Postal salaries at present are so unsettled that few, very few, men are taking the examination. Only five men, two for clerk and three for carrier, took the last examination. Two of the three that passed for carrier have turned down the offered appointment as substitute and at present our carrier list is completely exhausted, with only one substitute for 27 men.

Gentlemen, a condition like that is utterly out of the question. I have here and will file with you statements from three or four different men who served as substitutes from four to five years, and one received an average of \$20 a month during that time. Here is another that served four years and received an average of \$40; another \$35.

Mr. STEENERSON. You spoke about these substitutes not working all the time. If I recollect, when we had that 60 cent proposition up before Congress we figured that if the substitute worked 300 days during the year he would make \$1,440, which was more than the clerks or carriers. Are there any cases of that kind?

Mr. WALLACE. It is a rare thing. In many cities of the smaller size that condition does not exist and the substitutes will not work over half and, in many cases, a third of his time.

(The brief referred to follows:)

BRIEF FILED BY MR. GEO. E. WALLACE, OF WACO, TEX.

The city letter carriers of Waco, Tex., desire to submit the following brief:

(1) The person who enters the post-office service should have a fair education, enough so that he be qualified for the work.

(2) Applicants for post-office positions are required to take a competitive examination which requires a grade of 70 to pass and are then placed on the eligible register according to grade.

(3) Appointments are made to the position of substitutes.

(4) Substitutes are paid at the rate of 60 cents per hour for the actual time they are employed. Substitutes serve for an indefinite period of time, often as much as four years or more, and their average earnings are very small.

(5) At the time of appointment to a regular position they start at the lowest grade.

(6) Letter carriers work from 7 to 10 years before reaching the maximum salary. In that time their record must be first class and the making of this record is often subject to the whims of some supervisory officer.

The foregoing is a brief summary of a carrier from the time he enters the service until he reaches the highest grade.

You can see, or at least imagine, the struggle a man has in maintaining his self-respect and reputation from a financial standpoint.

The facts are, coming from one who knows, the long road to the top often places a man in such position that it takes other long years to wipe out, and a reputation is often ruined during this struggle so far as finances are concerned. The letter carrier's reputation in all respects should be first class because of his close touch with the public, and because of the letter carrier's close touch with the public and his constant going in and out of the homes of the people, it is our opinion that the Post Office Department and Congress should not undertake to put a lower estimate on his value as a postal worker than other postal employees. The facts are that other than the stamp, registry, and money-order clerks, the letter carrier's responsibility is much greater than the ordinary clerk because he is required to handle registers, c. o. d. parcels, war savings stamps, etc.

We feel that the letter carrier is discriminated against because of the fact that in almost every instance supervisory positions are given to clerks. Supervisory posi-

tions in the carriers' department are given to clerks who never carried a pouch and who can have but a small idea as to the duties required of letter carriers. Against this practice we enter a solemn protest, and respectfully ask the commission to place letter carriers on the same basis as clerks.

The carriers of Waco, Tex., are only asking for a wage scale with which they can maintain their self-respect and enable them to care for their families in a proper manner and enable them to do their duty as citizens in the community in which they live.

The holidays and year just past have brought out the fact that many large corporations, banks, mercantile establishments, and others have given bonuses to their employees, amounting to large sums of money, and this in addition to a raise in salary.

Postal salaries at present are so unsettled that few, very few men are taking the examination. Only five men, two for clerk and three for carrier, took the last examination. Two of the three that passed for carrier have turned down the offered appointment as substitute, and at present our carrier list is completely exhausted with only one substitute for 27 men.

I am filing with the commission statements from men who have served as substitute carriers in this office; these statements are as nearly correct as possible and speak for themselves.

STATEMENT OF MR. WALLACE W. TAYLOR, WACO, TEX.

Mr. TAYLOR. I am representing the smaller offices of Texas that could not pay the expenses of a representative to New Orleans. I have here a statement from Wichita Falls. In the last two years they have had five resignations and four transfers in the regular carrier force. There have been about 60 temporary carriers who have quit. There have been 10 applicants in the last three examinations that they held there, and of those 10 applicants only 3 were accepted.

I have also a letter from Denton, Tex., from the secretary of the civil service board, which states that they were forced to call an examination for help and that the only men who responded were men who could not possibly pass, and even if they had passed—"they are men who are too sorry to work, because if they wanted to work they could go right out here and after a few hours' ride get three times as much as our Government is willing to pay."

I have various expense accounts of the carriers, which I am including with my brief. (On file with the commission.)

In Dennison, Tex., four regular carriers have quit the service and have no substitutes. I have a letter from a carrier in Abilene, Tex., which reads as follows:

I began work in the service July 1, 1914, had my regular promotions, but on July 1, 1918, on account of my promotion period coming in the new year, I could only receive \$100 of the \$200 bonus as no one could receive but a \$200 advance in salary. That gave me \$1,300 for my fifth year.

Now this being my sixth year, I figure I am in the sixth grade, having been entitled to promotion each year, and should receive \$1,500. They seem to think here I will only get \$1,400. Now a carrier just three months ahead of me got his advancement to \$1,200 on April 1, 1918, and of course received the full benefit of the \$200 bonus. We are in the same year of service, the sixth year, and I claim I should be advanced to the same grade as he is, \$1,500. Am I right?

The subs now are getting 60 cents an hour. I was talking to a man the other day and asked him if he would take a job in the service, and I told him that he would get 60 cents an hour, and he said, "When you pay eighteen hundred dollars, I will consider it. Otherwise, nothing doing."

Mr. STEENERSON. A substitute getting 60 cents an hour gets \$1,497.60 a year if he works full time, but if he was appointed a regular he would get only \$1,000 and \$200 bonus; total, \$1,200.

Mr. TAYLOR. If he works all the time.

Mr. STEENERSON. I mean the regular carrier; the regular carrier gets twelve hundred including bonus.

Mr. TAYLOR. I don't get the question.

Mr. STEENERSON. He gets \$1,000 salary and the \$200 bonus. That is the lowest compensation for a carrier. But, if a substitute works all the time he gets \$1,497.60, so that when he is appointed a regular, he gets \$297.60 less than he did as a substitute. Does that present a cause for grievance?

Mr. TAYLOR. Yes, sir.

Mr. STEENERSON. The Government would save \$297.60 by making him a regular carrier.

Mr. TAYLOR. Yes, sir, but they will not accept a regular appointment with the low entrance salary of \$1,200, including bonus.

Mr. Taylor filed the following brief:

BRIEF SUBMITTED BY MR. WALLACE W. TAYLOR.

The city carriers of Texas desire to submit the following brief:

1. The person who enters the post-office service as a city carrier is required to fill out an application for examination and must have two vouchers to sign same, also five names and addresses, preferably employers, who have knowledge of his character, experience, and ability; and the persons named must be in addition to those that signed the vouchers. He should have a fair education, enough so he is qualified for the work above the average man.

2. Applicants for city carriers are required to take a competitive examination, which requires a grade of 70 to pass, and are placed on the eligible register according to grade.

3. Appointments are made to the position of substitutes, and they are paid, or have been paid, at the rate of 35 and 40 cents per hour, but now receive 60 cents per hour for the actual time they are employed. Substitutes serve for an indefinite period of time, often as much as four and five years, and are required to report for duty every day, and their average earnings are very low.

4. We believe that the time a substitute letter carrier serves should serve as a factor toward his promotion, and if he has served four or five years he has served his apprenticeship and should go to the top grade. When a substitute is appointed a regular carrier his salary is \$1,200 per year, and it often takes from 7 to 10 years to reach the maximum grade, and in that time his record must be first class, and the making of the record is often subject to the whim of some supervisory officer.

5. You can, at least, imagine the struggle a man has in maintaining his self-respect and reputation from a financial standpoint. These facts are coming from one who knows the long road to the top, and it often places a man in such position that it takes other long years to wipe out, and a reputation is often ruined during this struggle, so far as finance is concerned. Letter carriers' reputation in all respects should be first class, because of his close touch with the public and his constant going in and out of the homes of the people. The letter carrier is the Government's representative to the individual family, and our opinion is that the Post Office Department and Congress should not undertake to put a lower estimate on his value as a postal worker than other postal employees. Letter carriers' responsibility is much greater than the ordinary clerk, because he must keep up with his own route, all orders and forwarding orders, and his desk partner; also required to handle registers, c. o. d. parcels, and sell thrift and war stamps, etc.

6. There is prejudice against the letter carriers, and in almost every instance supervisory positions are given to clerks. Supervisory positions in the carriers' department are given to clerks who never carried the pouch and who can have a small idea as to the duties required of letter carriers.

We think every one should have equal opportunity for promotion to any position he is qualified to fill, and a substitute carrier can hope some day, if he has the ability, to become the head of the office that he entered or any other office.

7. The carriers of Texas are only asking for a wage scale with which they can maintain their self-respect and enable them to care for their families in a proper manner and enable them to do their duty as citizens in the community in which they live. The Government statistics on American standard of living for a family of five is a minimum of \$1,800. The carriers should receive the same compensation we received

years ago, based on the purchasing power of the dollar, and prices are still advancing. The minimum should be \$1,800 and maximum \$2,400.

8. Service is what you are considering, and the men coming into the service, but don't forget the old veterans that made the service what it is to-day, and unless you pass some sort of retirement legislation you will continue to have inefficiency in the service.

STATEMENT OF MR. E. W. SANCHEZ, BATON ROUGE, LA.

Mr. SANCHEZ. Gentlemen, these gentlemen who have preceded me have touched on the salary proposition, but I think there is something else that we are in need of that is almost as important as is the salary question. I am referring to the vacation proposition. We only get a 15-day vacation, whereas all the other branches of the Government get a 30-day vacation and 30 days' sick leave in addition. We do not get any sick leave. If we are sick we suffer; it comes out of our pay. I do not think that is fair. I do not think it is right that the Government should recognize this as one of the necessities of life for the other branches and not for us. We should be put on the same plane as they are. We take a civil-service examination the same as they do, and there should be no discrimination between us.

We have the hardest time in Baton Rouge to get people to take the examination. We have had about 137 per cent resignations there, and have to hold examinations frequently. Often we hold examinations and have no male applicants. We had to hire a tramp to help us out and deliver parcel post during the Christmas holidays.

Mr. BELL. Did that tramp come from Minnesota?

Mr. STEENERSON. Minnesota is a hard place on tramps; you know we have lots of snow up there.

Mr. SANCHEZ. He admitted that he was a tramp, but we had to have someone, and he was the only one available.

We have three men working who took the examination and failed, but we can not get anybody to take their places. We have only eight carriers in Baton Rouge and we cover 3,000 people to the carrier. There is no overtime allowed us and we do not want to make overtime. They give us a sub on Friday and Saturday so that we can clean up for Sunday. We have 440 city square blocks to cover with those eight carriers; approximately 55 square blocks to each city carrier. The population on the last end only gets one delivery. We have not enough men to cover it. I went to the inspector and to the postmaster and complained about my route. I told them it was too heavy and that I could not get around. The inspector agreed with me, and the postmaster also said it was heavy. The superintendent said the same, but I couldn't get relief. There was nothing doing; they pass the buck to the next fellow.

I have a brief here showing 137 per cent resignations from the service; and some of those who resigned are now drawing as much as \$128 a month more than when they were in the service. These resignations were not from among the substitutes, or the transients, but were regular carriers.

Mr. STEENERSON. I would like to know if you think we could remedy that condition by law. It seems to me that the number of carriers is entirely within the discretion of the authorities that administer the law, and it would be impossible for Congress to say in a statute the number of carriers there should be, because while they may need so many in a town in Minnesota, they might need more

here. I can not see how we can remedy by statute the grievance you have with regard to the insufficient number of carriers.

Mr. SANCHEZ. The salary could be fixed. I think if a man could receive more salary, he would go to work with more energy.

Mr. STEENERSON. I suppose you know that the department and the postmaster have the authority to supply sufficient carriers.

Mr. SANCHEZ. They don't do it. There is my case, where all the supervisors agree that I have more than I can handle, and all they do is to give me an extra man on Saturday.

Mr. STEENERSON. An increase in salary wouldn't give you more men. Do you think they would be more efficient?

Mr. SANCHEZ. We wouldn't have to take men like we have now. Some of them have taken the examination and failed three or four times. We wouldn't have men like that in the service at all.

Mr. Sanchez filed the following brief:

BRIEF SUBMITTED BY E. W. SANCHEZ.

I beg to submit the following brief on the Baton Rouge post office:

Overtime.—None allowed. Not wanted because it decreases the efficiency of the service and impairs the health. Overtime for holiday service is optional with the carriers, but living conditions compels them to take all overtime they can on account of small salary. Would like to have time and a half for overtime and double time for Sundays and holidays.

Office time.—On Monday or the first of the month no extra time is permitted over any ordinary day. We approve the sliding scales to meet conditions.

Sidewalks.—In the interest of health and economy, that carriers be permitted to deliver mail only to those who have a continuous paved sidewalk.

Substitute service.—Routes are so heavy that we have to double up at least once a week when substitutes are available through these congested conditions.

Rent.—Average \$25 monthly, \$75 quarterly, \$300 annually and upward. Water, lights, and fuel are additional expense borne by the carriers.

Bonus.—All business firms and factories of any consequence give out substantial bonuses to their employees. Would ask that compensation be allowed us as compared to like employment in the commercial world.

Seniority.—All things being equal, seniority should prevail.

Examinations.—Frequently held without a male applicant.

Population.—The carrier force of eight serves between 24,000 and 26,000 people, approximately 3,000 to each route.

Area of route.—Carriers cover 440 city square blocks, approximately 55 square city blocks each.

Weight.—Compels carriers to tie packages on outside of satchel, approximate weight about 52 pounds.

Resignation.—Resignations in the past two years have been about 100 per cent, clerks and carriers included; regular carrier force resignations amounted to 137 per cent. All resignations were voluntary, and in most instances were for increase in salaries and better positions.

Salaries.—Minimum entrance salary to meet conditions of to-day, should be \$1,800, graded in even hundreds of dollars, automatically increased annually to a maximum of \$2,400. Purchasing value of a dollar to-day is worth only 45 cents when compared with that of four years ago. To meet the living conditions of to-day at this small salary received from the Post Office Department, it is necessary that carriers seek outside employment in addition to their regular work and practice most rigid economy and in many instances deny themselves and families the necessities which make life worth living. There is also an extra heavy expense imposed on us in the purchase of uniforms, which must at all times be neat and tidy. Trousers in 1914 cost us \$3.45, to-day the same trousers of an inferior grade cost us \$8. This uniform is of no service to us when off duty, during which time extra clothing in the form of civilian clothes must be purchased, to say nothing about the cost of shoes, for you, gentlemen, know the advance price in shoes.

Betterment of service improvement.—The service could be better by increase of pay for employees, which acts as an incentive for the employees to give better and more efficient service, permits of more healthful living conditions, keeps in better frame of mind and an added interest in life. Should receive 30 days' leave of absence

with pay, which is necessary to keep a man healthy. This standard is recognized by all other departments of the Government. Thirty days' sick leave, with pay, which is also recognized by the Government and other outside corporations.

The old age and retirement plan, if such a plan could be devised and placed in operation by the Government as soon as possible, thereby eliminating the aged and unfit workmen and replacing them with young men.

Arbitration board.—There should be an arbitration board before which grievances and differences between employees and the department could be brought and adjusted satisfactorily.

The following is a wage scale of the Standard Oil Co. of Louisiana, situated at Baton Rouge, La.:

Occupation.	Salary without bonus.	Salary with bonus.	Occupation.	Salary without bonus.	Salary with bonus.
Stillman.....	\$205	\$225	Machinists.....	\$172	\$189
Assistant stillman.....	177	195	Boiler makers (calker).....	188	206
Pump man.....	159	175	Boiler makers (riveter).....	176	193
Watchman.....	126	139	Timekeeper, first class.....	138	151
Bricklayer.....	184	202	Timekeeper, second class.....	122	134
Pipe fitter.....	160	176	Timekeeper, third class.....	110	121
Carpenters.....	160	176	Labor (white).....	110	121
Painters.....	110	121	Labor (colored).....	66	73

This company employs 3,300 men. Salaries of the employees amount to one-third of the total deposits in all the banks in the city of Baton Rouge. Have had 10 increases in the past four years, 8 actual increases in pay; one change was from nine to eight hours and one 10 per cent temporary bonus. They allow time and a half for overtime and double time for Sundays and holidays.

BRIEF SUBMITTED BY MR. J. W. C. SMITH FOR THE LETTER CARRIERS OF MARSHALL, TEX.

We, the committee appointed by the letter carriers of the city of Marshall, Tex., herewith present our claims for a reclassification, on a higher salary plane, of all letter carriers, and we trust that we shall be able to do so in such a forceful manner that you will have to admit that we are not only right but honest in what we shall say, and are entitled to what we ask for, and that you, the gentlemen of the commission, will, in your report to Congress, either by bill or otherwise, recommend that we be given a fair, square deal, in that a living wage shall be paid to all postal employees.

According to a report of the Bureau of Statistics of the Department of Labor, on last April 1, the cost of living increased during a period of six years, from March, 1913, to March, 1919, fully 90 per cent. Since then we have received only a temporary increase of 37½ per cent. On July 1, 1918, we received \$200 for the fiscal year ending June 30, 1919, making a salary of \$1,400 a year. On the 1st of July, 1919, we received the balance of the 25 per cent, which was allowed under an act of Congress, February 28, 1918, making a salary of \$1,500 a year. During October, 1919, Congress granted us an additional increase of 12½ per cent, retroactive to July 1, 1919, making a salary of \$1,650 a year as a maximum. This small increase was granted to offset an increase in the cost of living many times greater. Can you, gentlemen of the commission, show us how to make 37½ per cent balance a 90 per cent increase in the cost of living? If you can, you will do more than we have been able to figure out. We do not understand that kind of mathematics.

The economic conditions under which our salary was fixed have long since been swept away, and there is no evidence at our command that normal conditions as we knew them at that time will ever again exist. It is a fact that can not be disputed that one dollar in 1913 went as far for the purchase of commodities as two dollars will today. This being the case, isn't it plain to be seen that our salaries have virtually been cut in two? In other words, if \$100 will buy no more than \$50 did in 1913, doesn't it appear reasonable that our salaries should not be \$137.50 a month, but \$200 a month? If the purchasing power of the dollar has been reduced to where it is worth no more than 50 cents, then, gentlemen of the commission, we should be paid two dollars now to every one that we received in 1913. Gentlemen, it isn't fair nor just to expect us to exist on our present salary and continue to go in debt each month.

When unskilled labor is better paid than the well trained employees of the Postal Service, is it not time for us to be given some consideration and relief in the way of a substantial increase in salary? Listen, gentlemen of the commission, do you know

that it is a fact that can not be denied that negro brakemen on the railroads are being paid a salary of \$200 a month; that unskilled labor in all lines of trade is better paid than we; that men without any education whatever are paid \$4.50 a day in the lumber yards? If these men worked every day in the year, they would receive something like \$1,404 a year? And that we, the postal employees, an intelligent body of men and women, who have to stand an examination before being put on the rolls, even as a substitute, only receive \$246 a year more than these men who need no education at all?

The present salary scale is so unattractive that many good men have already left the service, and many more will leave unless we are given a substantial increase. Why, do you know that it is almost impossible to obtain new men at the salary now being paid? Young men within the age limits can earn more in other lines of trade, and do not care to stand an examination for the Postal Service and have to act as a substitute for an indefinite period, for which work they would only receive a nominal sum. The last examinations held over the country were very poorly attended, for applicants were few indeed, some places having no applicants at all. These facts clearly demonstrate that the salaries paid by the Postal Service are so unattractive that no young man of ordinary intelligence cares to tie himself up where there is no opportunity for promotion, but prefers to go where there is an opportunity for advancement, and not where he will be a slave all the rest of his life, for the post office most assuredly is a workshop, and if you do not believe it, just go into any office and stand by the side of any clerk for eight hours, or go out on a route with some carrier and carry the pouch for a day, and you will find out that what I say is true. Our work may look easy and you may believe that we have a snap, but things are not always what they seem, and "All is not gold that glitters." It is very necessary that those employed as carriers be intelligent and have a certain degree of tact and diplomacy. Without these qualifications the service cannot reach that high degree of efficiency and perfection that is so much desired by the department, the carriers, and the public.

The foregoing statement of conditions existing throughout the country bears out our contention that many men have left the service, and that it is almost impossible to obtain new men. We are short-handed now, and if something is not done at once to relieve existing conditions, matters will be far worse, as we who are already in the service will be forced to leave and seek a living wage elsewhere. Fully 90 per cent of the letter carriers have families to clothe, support, and educate. We can not do it on our present salary. We wish to ask a few questions to which we trust you will give careful attention and consideration. Have we, the well-trained letter carriers, a right to expect a living wage for our services? Is it not our duty to properly feed, clothe, and educate our children, whom God has seen fit to bless us with? How can we, with honor, fail to fulfill our part of the contract entered into at the altar, where we led that pure sweet girl who became our wife and the mother of our children? Has she no right to wish to enjoy a few of the pleasures of life? Has she no right to expect a few good clothes? Has she no right to wish to dress the children God gave her nicely and comfortably? How can she expect these things when her husband is an employee of the Post Office, and is not given a living wage? Are we not entitled to more than a mere existence? Should we not, as well as others, be paid a salary that will allow us to put aside a few dollars each month, so that if sickness and death enter the home we would be able to take care of our loved ones without going so deep in debt that we will never be able to extract ourselves? Shall we be content with a wage that merely provides enough to keep body and soul together and a few, if any, clothes, and in the event of death in the family be forced to submit to our friends paying the funeral expenses, or to allow the city bury our dead? Listen, gentlemen of the commission, you do not know what it means to be forced to exist on a mere pittance of a salary; to have to deny yourselves the necessities of life that those dependent on you may also have enough to keep body and soul together. We have done without the necessary food that we should have, we have done without clothes that we may send our children to school. We must tell you, gentlemen of the commission, the situation is very critical with us, and we should have a living wage, a wage that will enable us to look out for to-morrow, as well as for to-day. There is no encouragement when looking down the lane of life and see looming up before us the poorhouse as the place of our last abode. You are aware of the fact that Congress has done absolutely nothing looking to the caring for those who have given their lives to the service. This is a shame, and you know it, but a fact nevertheless.

When boys not more than 16 years old are being paid \$100 a month and more for their services, do you not think that the well-trained employees of the Postal Service are not worth more? We overheard a conversation between two boys a few weeks ago on a street car. They were only 16 years old, for we heard them say so, and they said that they were being paid \$110 a month and were expecting an increase of a dollar a day, which would give them \$136 a month, with time and a half for overtime. On

the 6th of September, 1919, we delivered a registered letter to a lady from her boy, and this is what she said: "This is from my baby; he is only 16 years old and is making \$100 a month."

We mention these few instances just to show you, gentlemen of the commission, that unskilled labor is far better paid than are the well-trained employees of the Postal Service. We do not think it is right, fair, nor just, neither do we believe that any fair-minded man, or set of men, will think so either.

We, the letter carriers, come before you asking that you, the gentlemen of the commission, will consider well all that is said in this brief, for we believe that we have a right to expect all that we ask for, for we have asked for nothing unreasonable. A living wage is all we want, all we ask for, and all we expect, and we certainly believe that we are entitled to that. We do not come before you with a club in one hand and our demands in the other. It is not our wish to create the impression on your minds that we will resort to intimidation and strike, for such has never entered our minds. We are simply trying, through perfectly legitimate means, to secure what we are entitled to. We can only secure relief through legislation by Congress, and that is what we are trying to do through evidence submitted by us to you, and through your report to Congress.

We, the letter carriers, handle fully 95 per cent of the mail of the business of the country. We go into your places of business, your homes. We are constantly before the public in one way or another. Would you care to see a slouchy or slovenly looking man enter your place of business or home with your mail? Should we not appear neat and clean at all times? Uniforms have advanced more than double what we used to pay for them; laundry prices have advanced; street car fares advanced; rents, food of all kinds, shoes, hats, clothes, telephone, gas and electric lights have all advanced, and coal has advanced more than 15 per cent since the winter of 1917-18. Cotton is higher than it has been since 1865. Cotton goods are high enough now and it is predicted that they will go to \$1 a yard before next fall. Cottonseed products are climbing to the top right along, and these articles, as well as those already mentioned, are going higher each day. Senator Myers, of Montana, said on the floor of the Senate in his speech against joint resolution (H. J. Res. 151), on October 10, 1919, that: "If it is to last during the present era of the high cost of living, I think it will last for a good many years, for I do not think the cost of living is going to be materially reduced for several years. Indeed, I do not think it has yet reached its apex; I do not believe it has ceased increasing. From present prospects, I think it is likely to keep on increasing for several years." Mr. Myers evidently knew whereof he spoke, for I do not believe that he would make an assertion like this without being able to substantiate it. If this be true, and we believe that it is, then how in the name of all that is just and fair can we be expected to live and support and educate our families on our present salary basis? If the purchasing power of the dollar has already been reduced to where it is not worth more than 50 cents, what will it be worth in another year or two? We see by reports in the papers that the prices of meats and other commodities have fallen, but when we go to the butcher or to the grocer to buy something to eat we do not notice any depreciation in the prices of anything. Somebody somewhere is getting the benefit of this reduction, and you can rest assured that it is not the consumer.

To see men carrying mail looking untidy, slouchy, and ragged, certainly is not a very good advertisement for the Postal Service. How can we look spick and span when we are not being paid enough to live on to say nothing of buying uniforms and other clothes we need, and for our families? How can we educate our children when we can not afford to buy clothes for them in which to attend school or give them the nourishing food they require? How, we say how, in the name of all that is just and fair, can we perform the duties of letter carriers when we are underfed? We must have good wholesome food to be able to perform these duties and without it we can not stand up under the strain. Being a postman is a great life if we don't weaken. The necessities of life are so high that we are unable to reach them with a 45-cent dollar. We must inform you, gentlemen of the commission, that the situation is critical, critical in the extreme, and we must have relief, from Congress if we can, and elsewhere if we must. We noticed in the questionnaire sent out by the Postal Wage Commission this question: "How much money have you made outside of the Postal Service, and how?" Is it expected that we shall be paid only enough with which to get by, and if we want anything more than a mere existence, that we should get out and hustle in other fields; do you believe that it is good for the service for us to be forced to go on the outside to earn money with which to pay for a few of the comforts of life, and to thereby be able to lay aside something for the future? In some cities this can be done, but here in Marshall, Tex., it is impossible to do anything else for it is too late when we get through with our duties that there is no time left to devote to any other business, and we have to depend solely on our salaries as letter carriers for

all that we get. After carrying the heavy loads of mail for many miles each day that are to be delivered on our routes, we can not stand the strain of other employment. Certainly this can not be the idea of the Post Office Department and of Congress; if it is, then God have mercy on us, for we can not stand up under the strain, and our lives here on earth will be of short duration.

We have patched our old uniforms until patches will no longer do, but have got to be patched with a new uniform. Our stomachs have got to be patched with plenty of good wholesome food; food that will build up our bodies so that we will be able to perform the hard tasks that confront us each day, and without it we can do nothing short of weaken, and thus weakened, we can not do justice to the public, the department, nor ourselves. It is our highest ambition to give perfect satisfaction to the department, the patrons on our routes, and to ourselves. We can not hope to be satisfied until we have satisfied the department and the public, but in a weakened condition we can not hope to be able to satisfy any one.

Gentlemen, we have said a great deal, but have dealt only with facts, and have stated them as they actually exist. We trust you will weigh well the statements contained herein and believe that when you have done this, you will be convinced that we are entitled to \$2 for every one we were paid in 1913.

We respectfully ask that you recommend, through bill or otherwise, a reclassification of all letter carriers on the following scale: Entrance grade, \$1,800; second grade, \$2,100; and third grade, \$2,400 per annum.

Thanking you for your kind consideration of the facts we have submitted, we beg to remain,

Very respectfully yours,

J. W. C. SMITH, *Chairman.*
R. W. WELCH,
A. H. ALLEN,
Committee.

SUBSTITUTE LETTER CARRIERS.

STATEMENT OF MR. J. C. WILLIAMS, NEW ORLEANS, LA.

Mr. WILLIAMS. Gentlemen, I have been for five years and five months a substitute carrier here, and I stand at the present time first on the list for appointment. The condition I want to point out is the injustice done to a substitute carrier. He has to report every morning whether there is work for him to do or not; when there is work, he works; and he may work all day and then have to report back at night in the mailing division as an auxiliary clerk. This is detrimental to a man's health. The next day he may not work, and still has to report back to the mailing division at night. In the second place, you go to work and find there is nothing doing and you go home. You have to pay an extra car fare to go back home, and then you have to report back in the mailing division.

Subs when they go in the service are granted appointments in one or two years, and after he gets his appointment he is required to serve another year before he is eligible for a promotion. That makes five years he serves, four extra years before he gets an automatic promotion. Take my case: I have a wife and three children. If I am appointed a regular at \$100 a month I could not live on it. As it is my wife has to do extra work. When I was appointed the subs were told the average sub spent from two to two and a half years as a sub.

Mr. BELL. How long have you been a sub?

Mr. WILLIAMS. Five years and five months.

Mr. BELL. And you have not been regularly appointed?

Mr. WILLIAMS. I stand first on the list.

Mr. BELL. What is your compensation now?

Mr. WILLIAMS. Last month, on account of the Christmas holidays, I made \$162; previous to that the average was about \$70 a month. The average pay for a sub, during the past fiscal year, has been \$53.30 a month.

Mr. STEENERSON. How are you paid, by the day or the hour?

Mr. WILLIAMS. By the hour; 60 cents an hour.

Mr. STEENERSON. What did you get before that?

Mr. WILLIAMS. Forty cents an hour.

Mr. STEENERSON. You are very much better situated now than you were before.

Mr. WILLIAMS. In one way it gives us temporary relief. There is another thing I wish to speak about. The regular men are making 9, 10, and 11 hours. They are working overtime. No regular carrier should work overtime, when substitutes are available. The substitutes do not get the work, and yet the regulars work overtime.

Senator MOSES. How long have you been at the head of the eligible list?

Mr. WILLIAMS. Since December 10.

Senator MOSES. 1919?

Mr. WILLIAMS. 1919; yes, sir.

Mr. STEENERSON. The matter of employing the regulars and working them overtime instead of the substitutes rests with the officials in charge. That is discretionary with them. Do you desire to have that controlled by law?

Mr. WILLIAMS. The regular men should only be required to work eight hours. That would give the substitutes a chance to become familiar with the work.

Mr. STEENERSON. Your idea, then, is that Congress should say that they should not employ a clerk or carrier overtime unless a substitute is not available?

Mr. WILLIAMS. Yes, sir.

Mr. Williams submitted the following brief:

BRIEF SUBMITTED BY MR. JOSEPH C. WILLIAMS.

On behalf of the substitute letter carriers of the New Orleans, La., post office, I beg leave to submit the following brief covering working conditions with a few suggestions and requests which will, I think, improve conditions greatly.

All substitutes must report at 6 a. m., main office, for duty. If a substitute is previously assigned to a district, he reports in the place of the regular carrier. If no absentees, he does not go to work; but, he must remain near the office until 8 a. m., in case of emergency, reporting again at 12 m. Then if he does not go to work, a certain number of substitutes are assigned to work as auxiliary clerks in the outgoing section of the mailing division, reporting to the foremen in charge of that section at 6 p. m., working from three to six hours generally. It is a hardship on the substitute to spend 36 cents a day carfare. Getting home about 10 p. m., he must rise about 4.30 a. m. in order to report at 6 a. m., next day; he does not get sufficient rest or proper regular meals.

If after a substitute reports at the main office at 6 a. m., he is assigned to Station A, Algiers, he must spend both car fare and ferry fare in order to reach there. Likewise, if assigned to Station B or D, he must pay car fare to get to these points, his time not starting until he reaches there and has rung in on the bundy clock; and, in the event that the regular carrier is routing the mail of the district which he is to work, his time does not begin until the mail is all routed, which is nearly 9 a. m.

I would suggest, gentlemen, that you recommend extra items of expense be allowed to the substitutes.

After a substitute works on a district all day and is ordered to report in the mailing division at 5 p. m., it is an added hardship, after he has been up and working about twelve hours, to be forced to put in from three to five hours additional, with the

penalty of losing his district the next day if he is reported as absent by the foreman in charge. If he lives any distance from the post office, he can not get home to his dinner until after 9.30 p. m., for a hot meal in a restaurant means extra expense.

In the case of a substitute who is assigned to a district at Station A, B, and D, and the regular man reports in the interim, he must spend extra car fare to return to the main office, without any remuneration, in order to put his uniform in his locker, no substitutes being regularly assigned to Station B. One substitute is assigned to Station A and D with extra substitutes reporting at these stations at times. For this reason, I ask that the pay of substitutes be made 80 cents an hour. We make on an average of \$12.50 per week and must be up at least sixteen hours a day in order to do it. Further, I request that the honorable committee recommend that the services of substitute carriers in the mailing division as auxiliary clerks, be discontinued. This means added hours and unnecessary hardship with small returns at the expense of a man's health if continued for any length of time.

It has been the practice of this office to have regular carriers who are not assigned to any regular districts, to compensate the mounted collectors for Sunday work. This applies only to the winter months. These regular carriers do not compensate any regular men on Mondays, but work as helpers on parcel post wagons, depriving two substitutes of work on that day. During the week they have from two to four hours per day to work around the main office. During the summer months throughout the vacation period, substitutes are assigned to work the mounted collectors' routes on Sundays. These two regular men, or rather regular substitutes, are assigned to work regular routes during vacations, thereby causing a loss of 15 days each to two substitutes. These two routes should be abolished, or two regular eight-hour routes should be found for these two regular carriers, as if mounted collectors can be dispensed with on Sunday during one-half the year, I see no reason that the substitute could not be used in their stead all the year and give them the benefit of Sunday off.

It is requested that the honorable committee will abolish this Sunday work of the collectors, as these two men (regulars) are used in place of the substitutes doing extra work.

Further, it has been the practice of this office during the leave of absence period to merge the routes of the carriers on leave for one trip. The substitute makes the morning trip and puts the mail up, or rather, routes the mail on the afternoon trip. As all the regular carriers, on account of this merge, are forced to make overtime, it is a direct violation of the Postal Laws and Regulations.

I trust the honorable committee will look into this matter enforcing this law in future.

Regulation as to numbers of substitutes.—In this office we have 164 carriers and 76 substitutes. It is respectfully requested that the number of substitutes be regulated, one substitute to every six regular carriers. Present proportion is almost one substitute to every two regular carriers, which is far too many substitutes. Guarantee the substitutes at least six hours' work per day. This would result with a decrease in the substitute force.

Service.—The substitute must serve from three to six years before receiving regular appointment, as promotion to regular districts averages about six per year. I have been serving as a substitute five years and four months and am first on the list for regular appointment. I would ask the committee to recommend that the years or service performed as substitute be taken into consideration at the time of appointment by starting the appointee at the graded salary commensurate with the number of years served. In lieu of this, pay a substitute a flat salary of \$50 per month and all else he can make. This \$50 as a compensation for reporting at the specified hours, and remaining on hand in case of emergency, as well as to cover the cost of carfare, lunch, etc.

Uniforms.—The cost of a complete new winter uniform is \$33. Winter pants, \$10.75 per pair; summer pants \$9.50, and a coat and pants, \$24. Shoes cost at least \$8 per pair. The average carrier wears out at least four pairs of shoes each year. A carrier is required to present and maintain always a neat appearance, and consequently must purchase at least one uniform each season. Therefore, it is respectfully suggested that the honorable committee recommend that the Post Office Department be made to supply at cost price to all carriers and substitutes a khaki uniform with Army shoes and hats, permitting the use of khaki overalls on parcel-post wagons, as the gray uniform at present worn soils very quickly; in lieu of this, recommend a yearly cash allowance to cover the cost of uniforms.

The average earnings of substitute carriers and clerks from July 1, 1918, to July 1, 1919, were \$53.33 per month.

The salary paid to substitutes, 40 cents per hour, is not sufficient to cover the high cost of living as compared to wages paid by outside employers of labor, who pay time

and one-half for overtime, double time for night work and Sundays and holidays, with a usual reporting time of 7 a. m., whilst a substitute carrier, on the other hand, has to report at 6 a. m., gets off around 4 p. m., having to work 10 hours to make 8. Other classes of labor work 8 hours in 9 with the Saturday half holiday. The postal employee is the only Government employee who does not receive the benefit of the Saturday half holiday.

No increase in salary has been given the substitutes in the last five years. Auxiliary time is the only time for which an increase has been allowed, the change being from 35 to 40 cents per hour. Time made as substitute for regular carrier remains the same, 40 cents per hour.

I have been a substitute in this office five years, and my present standing on the list for appointment is first. How can I live on \$1,000 per year if appointed? If no increase is given I will be forced to resign the service, as I can earn at least \$60 per week at my trade as a miner. I think it is up to the honorable commission to make the rate of pay at least 80 cents per hour for substitutes, retroactive from July 1, 1919.

(NOTE.—Since this brief was prepared, House joint resolution 151 has been passed granting substitutes 60 cents per hour.)

CLERKS IN FIRST AND SECOND CLASS POST OFFICES.

STATEMENT OF MR. HUGH ROYALL, EL PASO, TEX.

Mr. ROYALL. I represent the States of Arizona, New Mexico, and a portion of Texas, and in coming before this commission I feel that what I am asking is nothing more than what is right. We do not come in the spirit of making a demand, but we simply come asking for what we feel to be absolutely our rights. We feel that a man has a right to make a living wage, and at the present time, the way conditions are, we are really not making a living wage.

There are some specific things I would like to mention, one in particular is overtime, and while I have no criticism to make of the management of the office with which I have been associated, these things I want to mention, chief among which is the ever present question of overtime.

We feel that the men who work irregular hours, or rather, who work from 6 o'clock at night to 6 o'clock in the morning are deprived of certain privileges which inherently belong to every American citizen. He is deprived of being at home with his family in those hours which nature demands a man should rest and, in addition, we have a condition whereby such a man is paid the same money as a man who works regular hours in the daytime, say from 6 in the morning until 6 in the evening. The salaries of all these men are identical. We feel that a man who works those hours between 6 o'clock in the evening and 6 o'clock in the morning should either be paid more money because of the inconvenience he suffers or else he should be given a shorter hour, for instance, a 45-minute hour, this because of the fact that he is deprived of the opportunity of being with his family, and things of that kind.

Senator MOSES. Which would you prefer to have, a 45-minute hour or extra compensation?

Mr. ROYALL. So far as I am concerned, and I think I voice the sentiments of all those with whom I have talked, I prefer the 45-minute hour.

Mr. STEENERSON. That is a six-hour day.

Mr. ROYALL. Yes, sir.

Senator MOSES. If you were to ask for extra compensation, what do you feel it should be? Would you ask for time and a half?

Mr. ROYALL. I believe that is equitable; yes, sir.

Senator MOSES. But you would rather have the time and a third than the 45-minute hour would give you than the time and a half in money?

Mr. ROYALL. Yes, sir. There is one other question that is prominent in the Southwest that I would like to mention, and that is this: We have a system there where the clerk in charge is given all the responsibility of the men who work that shift. We have a system of seniority in that office that is determined by the number of years a man has worked in the El Paso office. We have a number of men who have been in the service 15 or 20 years who transferred in there during the late war. They are not taking the seniority rights and it gives men younger in the service the rights of seniority. They draw smaller pay than the older men, and sometimes you find a man like that placed in charge who draws a smaller salary than the man who has been in service long enough to draw the higher rate. We feel that it is not right for a man like that, who has all the responsibility, to draw less salary than the men who work under him and who have no responsibility whatever. We feel that the man who is given a responsible position of that kind should be paid for it, so why not place the special clerks in charge? Why not place them on the shifts that require this management?

We have only two men in the mailing division who work regular hours. In the city division it is not quite so bad.

Mr. BELL. How many clerks have you?

Mr. ROYALL. Sixty-three.

Mr. BELL. How many ladies have you?

Mr. ROYALL. I believe I would be safe in saying we have at least 10; possibly more.

Mr. BELL. What kind of clerks do they make?

Mr. ROYALL. For general delivery clerks, for instance, they are very efficient; for directory clerks they are very efficient. We haven't used them elsewhere, except a few in the money-order and registry divisions.

Mr. BELL. Are any of them night clerks?

Mr. ROYALL. No, sir. They come there and are assigned to the day shift. It would be impracticable, I feel, to assign them to a night shift.

There has been in El Paso, during the last fiscal year, ending June 30 last, 1,020½ days overtime worked by the regular clerical force. This is worked by about 26 men. Generally speaking, it represents overtime that has been made by 11 men in the city division and about 15 men in the mailing division, making about 26 men who have worked 1,020½ days overtime.

Senator MOSES. The other 37 clerks got no overtime?

Mr. ROYALL. Practically none. I am unable to give the individual figures. These figures were given to me in the aggregate, and embrace the clerical force for the entire office.

Mr. STEENERSON. What is the postmaster's salary?

Mr. ROYALL. I really do not know.

Mr. STEENERSON. What are the receipts of the office?

Mr. ROYALL. I couldn't tell you.

Mr. STEENERSON. You don't know the receipts of your own office?

Mr. ROYALL. No, sir.

Mr. STEENERSON. How many clerks and carriers have you?

Mr. ROYALL. Sixty-three clerks and 38 carriers.

Mr. STEENERSON. It is a first-class office?

Mr. ROYALL. Yes, sir. Now again, with regard to the overtime We are paid on the basis of 30 or 31 days to the month, whichever number happens to be in that particular month. In reality we only work 26 or 27 days in that month, and that really gives us less money for overtime than we receive for straight time.

Mr. STEENERSON. How about February?

Mr. ROYALL. That is one exception—February.

Mr. STEENERSON. You get more then?

Mr. ROYALL. February only comes once a year.

Mr. STEENERSON. This year it has 29 days.

Mr. ROYALL. In that case it is only a little better. As a usual case, though, we do not get as much for overtime as we do when we work straight time. I find the conditions in the offices of the Southwest almost entirely covered in the brief that I am filing with you, but there is one place in New Mexico I would like to call your attention to. It is a second-class office without a single regular clerk in the postoffice. The office is carried on entirely by a sub force. There is not a man in the office that is really eligible to an appointment.

Senator MOSES. You mean there is not a man in the office that could hold an appointment?

Mr. ROYALL. Not a one. The office is carried on solely by subs. I find a statement here from Flagstaff, Ariz., that while the cost of living has gone up 107 per cent, salaries have increased only 25 per cent, and it makes it practically impossible to get men to take a position, notwithstanding that examinations have been advertised from time to time without any response.

Mr. Royall filed the following brief:

BRIEF SUBMITTED BY MR. HUGH ROYALL.

In consideration of the peculiar conditions obtaining in the offices of the El Paso-Southwest, I beg leave to state first, the postal employees of this section are loyal and are interested in the welfare of the service as much as any representative of the Post Office Department regardless of his station, and in asking certain redresses we feel that we are asking only for that which is the inalienable right of every American citizen, the right to live with a competency sufficient to provide, not only the absolute necessities of daily life, but also to provide by our labors for a coming day when we will be no longer able to follow the pace that is required but must step down and out for younger and fresher blood. This brief is intended to cover a condition which obtains with peculiar similarity in the different offices which I have the honor to represent before your honorable body.

Since we are located in an arid and by no means an agricultural country, except for the systems of irrigation which are as yet very limited, and since our system of transportation is also limited only to transcontinental traffic, causing us to depend almost entirely for the necessities of life on goods shipped from hundreds and sometimes thousands of miles away, the freight rate makes the cost of living variously extend at from 15 to 25 per cent higher than in the more favored communities of the East and North.

The El Paso-Southwest is strictly an industrial community, composed almost entirely of mining, railroads, and some manufacturing interests. The work in these and their associated lines of endeavor is plentiful, and the supply is seldom as great as the demand, thus creating a condition of salaries which on account of the rocketing high cost of living are on the whole higher than the salaries paid the post office employees.

A general average of wages paid to employees in the following lines of industry, compiled from the reports at hand from the following places show at Bisbee, Flagstaff, Clifton, Tempe, Douglas, Globe, Miami, Holbrook, and Ray, Ariz., and Gallup, Silver City, Las Cruces, Fort Bayard, and Alamogordo, N. Mex., clerks doing work

which is generally on a par of that done by post office employees but with less responsibility attached to their work, receive compensation which is from 10 to 80 per cent higher than that paid to post-office employees. Carpenters are drawing \$8 per day; bricklayers, \$8 per day; plumbers, \$8 per day; electricians, \$7 per day; painters, \$8 per day. These represent the building trades where an education is not necessary. Printers, stereotypers, pressmen and mailers draw from \$5 to \$6.50 per day with an addition of time and a half for overtime (all Sunday and holiday work being overtime). These men all work the eight-hour day. We find that on the railroads trainmen are paid a wage that averages from \$150 to \$300 per month. Baggage men who work a 26-day month are paid from \$150 to \$200 per month. Clerks in the railway offices are paid salaries ranging as high as \$200 per month. This condition primarily is responsible for the following conditions at the following places: At Fort Bayard, N. Mex., there are no regular clerks, all help being auxiliary substitute help, not one of which is eligible to appointment. At Miami, Ariz., where there is a working force of nine, there is only one male clerk. At Douglas, Ariz., the office is working short handed and is unable to procure applicants to take the examinations, there having been one vacancy in the carrier force for two years which could not be filled for the above reasons. Repeated examinations have been advertised, but no applicants. Three-fourths of the working force is female help on account of being unable to secure men substitutes. Globe, Ariz., is little better off. Applicants for examinations are hard to get. At Silver City, N. Mex., one substitute refused appointment on account of the low entrance salary. The office finds it hard to obtain suitable substitutes on account of the higher wages paid elsewhere. At Flagstaff, Ariz., five regular clerks have resigned from the service to take other and more lucrative employment, and the employees have submitted evidence showing that in that locality the cost of living has increased 107 per cent against the approximate 33½ per cent increase in postal salaries.

Further inquiries have shown that against the scale of post-office clerks' salaries, \$1,200 to \$1,650, bookkeepers in the El Paso-Southwest, whose duties are practically on a par with money-order and registry clerks, and whose responsibility is far less, receive for a 26-day month from \$1,800 to \$3,600 per year. In a statement from George J. Rolfe, post-office clerk at Douglas, Ariz., I find that Mexican laborers who, for the most part are not citizens of the United States, and are almost totally unable to speak the English language, are receiving from \$82.50 to \$109.50 per month, and in addition a bonus of \$100 per year to each employee who has been in the service for one year, with an additional \$10 for each additional year, thus showing these men to draw as much as a post-office employee of the first and second grades who have been required to stand creditable examinations, and in many instances periodical card examinations which require much time and study for preparation while the clerk is really off duty.

Further inquiry from Douglas established the fact that while there is a regular force of six carriers at that place, there are at present only three regular men at work, the other positions being filled with "subs" unclassified. There has been one vacancy for two years because of the fact that notwithstanding repeated examinations have been advertised, it has been impossible to obtain applicants' to take the position at an entrance salary so far below the standard of wages in that locality.

I am advised by a member of the Civil Service Board in El Paso that this condition of inadequate pay makes it most difficult to obtain desirable applicants for the clerk-carrier examinations at El Paso. It has been necessary to hold two such examinations within the past six months, and notwithstanding much advertising was done there were only five men to take the examinations on the first occasion and only four at the second examination. Of these nine men, four were soldiers in the Regular Army taking the examinations with permission of their commanding officers. Of this number one has refused appointment, due to the fact that he finds wages in other lines more than in post-office service.

In a statement issued to me by Assistant Postmaster Burleson, of El Paso, I find that 63 clerks during the fiscal year ending June 30, 1919, worked 1,020½ days overtime, 416 days of which was regular overtime, 604½ days being overtime for Sunday and holidays, and while the employees here do not prefer to work overtime still I have been told by numerous ones that were it not for the extra pay gained from this source they would be compelled to secure employment elsewhere to obtain a living wage. No less than five men, of which I know, are now following outside employment in order to supplement their incomes through sheer necessity. During the last four years there have been 30 resignations from the clerical force in El Paso, Tex., which number is just 1½ less than 50 per cent of the entire clerical force of this office. There have been during this time 12 resignations from the carrier force, making the percentage of resignations in that branch more than 30 per cent. I am submitting herewith letters from some of these individuals setting forth their reasons for

resigning and stating how, in their opinion, they have "bettered themselves. This condition has made it necessary to employ uncertified help to conduct the business of the office, and often this help is of a most independable and unsatisfactory character, causing frequent changes and lending an air of instability to the service in its entirety.

The class of employees has deteriorated in a marked degree, and very frequently we obtain help of a cheaper class of men whose only interest in the work seem to be quitting time and pay day. The above condition is also very noticeable in the quality of the few men who present themselves for the frequent examinations held for the clerk-carrier service.

To insure the full measure of service expected by the department, and to regain the vigor and strength expended in that service, we feel that the present two weeks annual vacation allowed is insufficient to restore the force and vitality lost in fulfilling the exacting duties and believe that a 30-day annual vacation as enjoyed by certain other Government employees would also be fair and just to postal employees whose duties we feel are generally more varied and exacting.

The present policy of the department in maintaining aged and infirm employees at their work, while charitable in conception yet is really a poor boon to these unfortunate ones whose daily work becomes an ever increasing burden. This condition within an office must of necessity cause a decrease in volume of work performed or else it automatically falls to the lot of younger and more efficient clerks to assist in order that such work be completed. In view of the above facts, and as an act equally just to all employees, we feel that a retirement law granting half pay to the old employees would be a fair and equitable adjustment.

It is necessary for post office clerks to stand examinations at intervals to demonstrate their fitness for the work to which they are assigned. In order to stand these examinations, it requires quite a great deal of study and preparation. Time for the learning of schemes is not allowed by the department. An arrangement whereby men would be allowed a flat rate of four hours per week or two days in each month as overtime for the purpose of scheme study is suggested as an effective and equitable means of settling this phase.

In view of the above recited facts, it causes us to stop and ask ourselves the question, "How do we really manage to get along?" The answer is that the average married postal employee is forced to bolster up his inadequate salary by either one of the following means: He must himself seek extra employment, or his wife and children are forced to seek outside work, or else deprive themselves of proper nourishment and clothing. These statements can be verified by canvassing any number of married employees who have families to support. Under these conditions it can be readily seen that the home life of the post-office employee must suffer. Most industrial workers, excepting the post-office clerks receive time and one-half for overtime, with double time for work performed on Sundays and holidays. The responsibilities of post-office employees are numerous and varied. In addition to the severe mental and physical test they have the responsibility of handling millions of dollars in money which pass through the mails, likewise millions of negotiable securities and valuable packages, and this with an almost negligible amount of loss. The employees are responsible for the safe handling of this mail and must pay for such losses as occur, although very often their liability is fixed by an inspector on the merest technicality.

Post-office employees, as representatives of the Government, are obliged to conduct themselves at all times in a manner which will reflect credit upon the service. That means meeting their obligations promptly and living decently, in all a hard thing to do with the present salary conditions.

In an issued statement, Irving Fisher, professor of political economy at Yale University, says: "The high-priced level has come to stay." In his judgment, the high cost of living is a permanent condition. He thinks it may go down a trifle in a year, perhaps, but then it would continue at a plane far above the prewar level. On whether the general level of prices is bending downward, he says: "It is not going to very much, if at all. We are on a permanent high-priced level, and the sooner the business men of the country take this view and adjust themselves to it the sooner they will save themselves and the nation from misfortune which will come if we persist in our false hope."

The attitude of business generally is opposed to reduction in wages of labor. Under the management of the United States Railroad Administration, the wages of railway workers have been increased at the rate of \$500,000,000, and may reach a maximum in the aggregate of \$800,000,000, which would amount to about \$1 per day per man, a little less of an increase per man of \$400 per year.

John Hays Hammond, of the Universal Service, is quoted as follows: "Bolshevism can not be fought by force, they must return to prewar times. Bolshevism is anarchy and must be fought as such, but force must not mean failure to maintain high wages, and the meeting of every reasonable cause of dissatisfaction."

Mr. Hammond, famous mining engineer, said in discussing labor conditions in the mining States of the West: "There can be no great drop in wages in mining industry or commerce. The war period scale should be maintained." Men who dream of a return to prewar conditions are foolish, for five years back from now is the same as going back 1,000 years. High wages mean industrial peace, social contentment, and good standards of living for all. That is right and just, and it means a better citizenship for America.

It is foolish to think we will ever return to the old scale of wages and the old purchase power of a dollar. Government investigators have found that it requires \$2,500 a year to keep the average American family to-day, and the cost of living still soars. Of those who depend upon a \$2,500 yearly income, few families are able to show a surplus of \$100 at the year's end. Some can save as much as \$50, while a large number have nothing to show but a deficit. These figures have been announced by the Department of Labor, which has made a year's survey of living conditions in the United States.

In view of the above recited facts, we feel justified in asking for at least an entrance salary for post-office employees of \$1,500 per annum, a raise to \$1,600 at the end of six months' satisfactory service, a raise to \$1,700 after one year, and thereafter at the rate of \$100 for each six months' satisfactory service until \$2,100 is reached, and thereafter the yearly promotion of \$100 until a maximum of \$2,300 is reached.

BRIEF FILED BY MR. ROYALL FOR MR. B. W. HOLLIFFIELD, OF THE PORT ARTHUR (TEX.) OFFICE.

Our contribution to the cause must of necessity be very brief. Our time is limited and very few members of the old crew remain to help us in our fight for a just and equitable salary adjustment. At the present writing the service at this office has just about reached the breaking point. Our proximity to the oil refineries, shipping and other industries which pay wages so out of proportion to our meager allowance has caused the steady desertion of the post office by experienced men whose places can not be filled at the salaries allowed by the department. It is very discouraging to the few remaining veterans to see youngsters with no experience at all, accepting positions with outside corporations at salaries greater than the "old timers" receive after giving years of conscientious study and faithful services. The service that was once a pride to all of us has almost ceased to function.

Of course the Joint Commission is unable to aid us in securing emergency legislation, but we wish to emphasize the present conditions in order to prevent their existence after permanent legislation has been enacted.

It is deplorable that the department withholds the true condition from the investigating committees. There are none who have been connected with the service for any length of time who can deny that it is doomed to disintegration unless the department adopts more humanitarian tactics and recognizes the right of postal employees to a compensation in keeping with the cost of living, and with that allowed by private industries for similar lines of work.

We are forwarding a few letters from former employees of this office as fairly representative of the many who have resigned. You will find also other statements and data which you may find useful in assembling what you already have. If your representative sees fit to use this data when he makes that trip to New Orleans, we will appreciate it from the depths of our hearts. Ours is a small office, so the expense precludes our sending a representative.

STATEMENT OF MR. SIDNEY O. SAYRES, LAUREL, MISS.

Mr. SAYRES. Gentlemen, I represent the clerks and carriers of our office. In regard to wages I do not think we are getting enough. There is no need for me to say anything about the increased cost of living. You know all about that, I suppose. The worse trouble we find in our office is getting competent substitutes. We have only six clerks in our office. The receipts are \$38,000.

Senator MOSES. How many carriers have you?

Mr. SAYRES. Four city carriers; five rural carriers.

Senator MOSES. How big a town is Laurel?

Mr. SAYRES. Fifteen to eighteen thousand.

Senator MOSES. A manufacturing town?

Mr. SAYRES. Yes.

Senator MOSES. What?

Mr. SAYRES. Lumber; cotton mills. The cost of living is unusually high. The cost of everything has gone up over what it was in 1914. It is very hard on us.

Senator MOSES. What do you suggest to remedy your grievances?

Mr. SAYRES. I think, under the present conditions, we should have an entrance salary of \$1,800.

Senator MOSES. And the maximum?

Mr. SAYRES. Twenty-four hundred.

Senator MOSES. To be attained in how many years?

Mr. SAYRES. About six years, I think.

Senator MOSES. With automatic promotions yearly?

Mr. SAYRES. Yes. Speaking of automatic promotions: Last year you gave us the two-hundred dollar increase. We failed to get that. We got the \$200 and failed to get the increase.

Senator MOSES. That has been explained; that was because it was a lump-sum appropriation.

Mr. SAYRES. I do not know of any suggestion to make other than to say I think we should be paid more than the substitutes.

STATEMENT OF MR. CESAIRE R. DUPAS, NEW ORLEANS, LA.

Mr. DUPAS. Gentlemen of the Commission, the mere fact of your presence here is a significant sign that Congress has at last awakened to the fact that the employees of the Postal Service are being unjustly treated.

I wish to offer some suggestions as to why our salary should be made commensurate with the quality of the work performed. Prior to 1912 civil-service examinations were held in this city every year, and as the number of applicants was so great it became necessary to hold them but every other year. Finally the war came on and common labor came into its own, and the conditions became reversed. Instead of examinations being held every two years, with 200 men seeking appointments, they began to hold three examinations a year; and in the last one, in December, 1919, there were but 37 applicants.

Contrast to that the number of resignations. In the period from 1912 to 1917, the yearly average was 7. In the last two years that has increased over 400 per cent, and it is now averaging 31 resignations a year.

Our suggestion is, and it is in the interest of the United States, the postmaster and everybody else, particularly those who are complaining about the rotten service—that suggestion is to increase the standard of the examinations; invite men of a higher type into the service, and the only way that can be done is to increase the wage standard.

We therefore suggest that a wage scale of from \$1,800 to \$2,400 is a mere pittance compared to what is being received to-day by everyday labor.

Now, with regard to the substitutes. Through the medium of the body which you represent, they have seen fit to increase their standard to 60 cents an hour. It is impossible here, with that 60-

cent standard, to induce men to enter the service, study schemes at night, deprive themselves of the luxuries that common labor enjoys, deprive them of time with their own families and loved ones. Common labor ignores 60 cents an hour. A clerk, after seven years, receives 55.44 cents per hour. We place ourselves on a parity with the professional man, and a professional man who devotes four years to study, receives his degree. He no longer is required to keep up with the different and constantly changing rules of his profession. We are placed in a position of having to know when a train arrives, when a post office is discontinued, when a new post office is established in a city, when a new building is erected, we have to be thoroughly familiar with the different sections of the city, and we are constantly applying ourselves to a study of these things, for all of which we get no consideration whatsoever. We are donating that to the Government. We do not believe, if you would understand the conditions, that you would give that your sanction.

With regard to the night work—I am submitting a brief that deals in part with this subject. The night hours of duty are after 6 o'clock. Any time worked after 6 o'clock in the evening can be classified as night work. We know that the United States is the only employer that pays single time for such night work, and it seems to be the rule, rather than the exception, to encourage overtime, and we ask your commission to prevent, in a measure, this overtime, by providing that time and a half be paid for it, which is no more than any private employer grants.

Another thing, we, the clerks, are penalized for being efficient. A man enters the service with the idea of becoming one of the supervisory force. He enters and gives the best of his life to the service, but, the greater efficiency he attains, the greater is he penalized. A distributor is invariably denied promotion. The very fact that he is efficient keeps him where he is. In view of this fact, I ask that the distributors be given a bonus of \$200 in excess of the highest paid clerk and, in doing so, abolish the special clerk. The First Assistant Postmaster General says that that special clerk has been the reward of the efficient distributor who applies himself diligently and faithfully to the work. It has never been such. We ask that that be made compulsory, without any prejudice and that everybody be placed on an equal basis, and that every man who attains the grade of distributor be given \$200 in excess of the highest grade clerk.

Mr. STEENERSON. Do you claim that promotions to the supervisory grades in the New Orleans post office are not made on merit?

Mr. DUPAS. I do.

Mr. STEENERSON. Is that the general feeling?

Mr. DUPAS. The concensus of opinion is that there should be competitive examination or strict seniority.

Mr. STEENERSON. We have discovered some places where they claim promotions are based on merit and seniority, and some places where they claim they are not. Now you claim that this office is not administered according to seniority and merit?

Mr. DUPAS. I will cite my own case, Mr. Steenerson. I have been in the service 14 years and have enjoyed 100 per cent rating. I have never gotten below 92, and men entering five years after I did have been designated as special clerks. That is an illustration.

Mr. STEENERSON. There are some who have been promoted frequently, and others who have not been for years.

Mr. DUPAS. That's the idea. Seniority is not put into effect. All that we ask is that a tribunal board be established where we can have brought out all our differences. We also ask that seniority be put into effect. It is true that a man might come up who is not competent, but we ask that he be given an opportunity and if he fails, he can step down and give the next man an opportunity. This, we think, is one of the fundamental principles on which the Government is established.

Mr. STEENERSON. The Postmaster General has made an announcement to me, and later, has written a letter, to the effect that any statement with regard to these matters will not be held against you; that you will not be discriminated against for anything you say before this commission, so that you are privileged in this case to state what your views are. What we would like to know, is whether the commission can locate the responsibility—is it the fault of the inspectors, or the postmasters, or the department in Washington? Where is the blame for not treating the clerk and carrier force on their merits? Have you any idea where we could find the weak spot in the administration?

Mr. DUPAS. I might suggest this, that the recognition of seniority prevail without prejudice, and that a trial board be set up. That would be in line with the legislation enacted by the Cummins bill.

Mr. STEENERSON. The point has been made that seniority could not be followed in all cases, from the fact that the man who is senior might not be fitted for the position, and that it would be impractical to enforce seniority in every case.

Mr. DUPAS. In this brief I make the proviso that in such cases he be brought up and he be given a chance to demonstrate his ability. The Constitution says that every man is innocent until proven guilty. We say that every man should be considered competent until he is proven incompetent.

Mr. STEENERSON. One man might have a talent to handle and supervise men, while another one would have a temperament that would not let him succeed in the management of men. It might be that seniority would have to be set aside in some instances.

Mr. DUPAS. Let me suggest that an examination be held among all the employees, not excluding the carriers; that competitive examinations be held covering postal regulations, etc. If examinations are good enough to determine fitness for entering civil-service departments, it seems to me that they would be all right to determine the fitness of candidates for promotions.

Mr. STEENERSON. There is a good deal of merit in your suggestion that could not be reduced to black and white.

Mr. DUPAS. Seniority is what we ask.

Mr. STEENERSON. In some of the offices with regard to which we have taken testimony seniority has almost entirely been in force. In others it seems to have been ignored entirely, and where we find that seniority has been set aside entirely we have the greatest number of complaints, so that it would appear that seniority should be followed except in rare cases, but we could not make an iron-clad statute requiring that seniority should be followed in all cases.

Mr. DUPAS. The rule in this office has been that the younger the clerk, the greater the chances of promotion and the better the assignment he receives, and this can be borne out by going down the roster and tabulating what position each employee holds, but, unfortunately, each and every one of us has not some influential politician, or layman, or ecclesiastic, or does not belong to the charmed circle or clan, and in not having friends or membership are without resources to seek promotion, unless either seniority or competitive examination prevail.

Mr. Dupas filed the following brief:

BRIEF SUBMITTED BY CESAIRE R. DUPAS.

In behalf of the employees of the New Orleans (La.) Post Office, with the designation "clerk," the following is submitted with the request that due consideration be shown same:

Congress admits that postal employees are underpaid.—The postal employees are underpaid, and conditions are in dire need of improvement or reconstruction, as is admitted by the Congress of these United States, which body of its own volition has assigned your honorable commission the task of securing statistics throughout the various zones of the Union, and we therefore willingly present the following:

Prior to the World War, examinations were scheduled for regular intervals, and very often—due to the large eligible roster of substitutes—the examination would be postponed or canceled, the number of candidates was very large, and as the standard was rated "second grade" only those attaining a high average could hope for certification, which thereby insured the Government's securing the best of applicants and subsequently clerks. As the chaos, due to the industrial conditions brought by the war, increased the common laborer came into his own, and his compensation exceeded even his own fondest hopes of but the yesterday, and the inroads in the Postal Service became apparent, so much so in this city, and there is no boom in any one line such as automobile industry, oil operations, steel mills, etc., but just general conditions that prevail, that the civil-service examiners found themselves conducting two and three examinations a year, where heretofore they conducted but one every two years, and passingly strange but nevertheless true fewer applicants, and this despite the fact that the standard of the examination had been lowered. Exhibit No. 1 gives statistics showing the number of examinations scheduled, number not held, number of applicants, number successful, number appointed, and, on the other hand, the number of resignations of clerks and subclerks by years from 1912 to 1919, both inclusive.

During the last year or so a considerable number of men have been working temporarily, but who have not taken any civil-service examination.

As the standard of the examination has been lowered in an endeavor to recruit the service, and incidentally decrease the efficiency of the personnel, we ask that proper steps be taken to restore the standard not only to what it was formerly, but to raise the examination to first grade, insuring greater efficiency in the morale and warranting the paying of salaries commensurate with the quality of the work given.

Salaries of clerks and subclerks.—Congress, of which your commission is a part, has seen fit to increase the pay of substitutes to 60 cents per hour—for no reason other than that the service was demoralized, and common laborers who were not required to study schemes and helpers who simply handed tools to the mechanics were receiving that stipend, and as even 60 cents was paltry, we can not refrain from calling your attention to the fact that after a man has served upward of seven years in the Postal Service he is only worth, in a 30-day month, \$0.5729 per hour and in a 31-day month \$0.5544 per hour, under the present schedule of wages, \$1,650 gross, which only holds good until July 1, 1920. Gentlemen, we ask that your recommendation be at least \$1,800, \$2,100, and \$2,400, with an additional bonus of \$200 per annum to distributors after they have reached the \$2,400 grade.

Night work and scheme study.—As there is at present no law that requires a postmaster to assign to night duty a clerk when he is appointed as a regular, and as influences play their part invariably, we suggest that your body incorporate into your recommendations and report such suggestions that are necessary to have seniority prevail without prejudice. Exhibit No. 2, showing the number of night hours of duty in the New Orleans, La., post office, is attached.

As a differential to the men who toil at night, and in a sense in the name of humanity, we suggest that 45 minutes be considered as a night hour. The greatest Government

on earth in every respect is the only employer who exacts 60 minutes night work for the expenditure of single day-hour pay. The minimum pay that any employer pays out for night work is time and a half, and if we toiled 8 hours for a private corporation we would earn 12 hours' pay, and as we desire to not impair our health in an effort to earn overtime we feel that we are justified in asking for a 6-hour night. As the distributors are compelled to master schemes, we are placed on a parity with professional men, and can compare our duties with that of the professional man who is compelled to study three or four years to obtain his degree, and once he has his degree he no longer is required to be constantly applying himself to his studies; unfortunately, for the post-office clerk, due to the fact that post offices are established, discontinued, supply offices changed, train schedules altered or discontinued, etc., or firms are renting post-office boxes, sections of the city are improving, office buildings are being erected, firms changing their locations, and a thousand and one other reasons, he is compelled to be a continual bookworm if he desires that mail, the thing most common in use by all the masses, be expeditiously and accurately handled; we therefore ask that your commission make such recommendation to the Congress of the United States so that the hardest-worked and least-paid employee in the Postal Service be compensated for the time, his own time, that he applies to such duties as pertain to the work of keeping, figuratively speaking, up to a 100 per cent standard.

Supervisors, and how to become one of them.—We believe, and correctly so, that either one of the two methods mentioned herewith should govern the assignment of ordinary clerks or employees to the grade of supervisor, and in passing suggest that the title "special clerk" be discarded, as it has been a misnomer. When a vacancy occurs in the supervisory force, be it either postmaster or foreman or any intermediate position, the senior man should be promoted to the vacancy and so up the line, and in the event that the appointee failing to qualify he should be relieved from performing the duties so assigned and the next eligible given an opportunity, or let a competitive examination be held among the postal employees who have rendered 10 or more years service to their Government, and the candidate attaining the highest average be assigned to the vacancy.

Overtime.—As from time immorial it has been the practice to teach that the day is divided into 24 equal parts, and we should divide these 24 hours into three equal parts, one of each of which should be divided as follows, 8 to the performance of usual vocation, 8 to recreation and rest, and 8 to the devotion to God and to our distressed brothers, we feel that the usage so well adhered to is in grave danger of abolition, and we pray that your body make recommendation that will prohibit overtime, if overtime must be, in excess of 8 hours per month or 96 hours in any fiscal year, and this at the punitive rate of time and one half.

Tenure of substitution.—After an employee has been on the substitution list for a period of one year, when appointed as a clerk he should be placed in the grade that he would have then been in had appointment been made at the expiration of one year's substitution.

As has been the practice in the past to make appointment on the third or fifteenth of the month, during the months of January, April, July, and October, thereby necessitating a clerk to labor 14 months plus before receiving his increase, increase should be reckoned from the first of the month in which appointment occurs.

Franked matter and surplus.—As all other departments of the Government pay better salaries and at the same time grant 30 days vacation, 30 days sick leave, half Saturday holiday, no Sunday work, no scheme study, and show a considerable surplus, making it appear according to bookkeeping methods that they are paying departments, while the work is thrown upon the Postal Service, without 1 cent expense for postage for each respective department, we suggest that in order to show, according to bookkeeping methods, that the Post Office Department is more than self-sustaining that due credit be given the Post Office Department's account for the amount of postage that these various departments would have had to pay as private firms, and charge these departments with an item of expense; were this done the amount of postage that would be received would almost be enough to grant the increase asked for by the postal employees. As it is the habit of large mailing firms to send in their mail without any street address, and in instances to individuals whose names are secured from some old directory, thereby entailing double handling besides directory service, we suggest that by imposing a penalty of 1 cent upon every letter given directory service, a fund would be accumulated that would contribute largely to paying the increases in salary for which we are asking.

As appropriations for postmasters' and assistant postmasters' salaries are made separate from that of clerks and carriers, and as the former is nearly as large as the latter, we believe that by abolishing the position of postmaster, and in fact every unnecessary supervisory position, sufficient funds could be obtained with which to increase the salaries of the men who actually perform the work. The head of the

post office, manager or director, or by any term, should be a man who has been brought up in the service, and one who is familiar with all minute details, and not as at present a business man or professional politician who receives his appointment to supervise a business of which he has not and can not acquire a knowledge of same unless he shall have been brought up from the bottom; we therefore ask that the title of postmaster and assistant postmaster be abloished and those positions be merged into one with a title of manager, and that the appointment be made after a competitive civil-service examination will have been held, and in which examination only those employees who have rendered 10 or more years shall have been eligible.

Sanitary conditions.—All the work of a post-office clerk is performed entirely within doors, in an atmosphere filled with the germs from the four corners of the earth, which are transmitted by mail pouches and sacks, not to mention those germs on the mail itself which is held during the course of distribution at a convenient distance from the nostrils, so as to permit of the inhaling of the germs. Gentlemen, this is one of the many reasons why 30-day sick leave should be granted and retirement legislation enacted.

Not a wage increase that we are asking.—The post-office clerks of the city of New Orleans, La., feel that they would be ungrateful if they failed to quote the following from a speech by the Hon. Peter F. Tague, of Massachusetts, in the House of Representatives on Thursday, March 21, 1918:

“It is not exactly accurate to say that postal clerks and city letter carriers are seeking a wage increase. A wage restoration is the more exact term. The present maximum wage standard for these groups of workers was fixed in 1907. Every upward jump of the cost of living since that time—and there have been many—has operated as a wage reduction for these men. Hence any increase in their compensation at this time would merely place them in the same status they were in a decade ago when Congress fixed the existing maximum wage standard.”

Just as the three wise men turned their eyes toward the East, so do the clerks now turn their eyes on this commission, and through this commission on Congress, and trust that tardy justice will be granted, and that a wage standard will be adopted, that though the good old United States dollar possess but 48 cents of purchasing power the schedule will be one that will enable each of us to live the same standard as when the dollar counted for 100 cents and this country was looked upon as an example for the balance of civilization to follow.

EXHIBIT No. 1.

Year.	Examinations scheduled.		Number of applicants.		Number passed.		Number appointed.	
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
1912.....	1	1	65	8	47	7	21	.....
1913.....	1	1	77	13	63	5	31	.....
1914.....	1	1	160	30	118	28	.....	.....
1915.....	1 ¹	1 ¹	(¹)	(¹)	(¹)	(¹)	21	3
1916.....	1	1	197	57	131	53	29	2
1917.....	1 ¹	1 ¹	(¹)	(¹)	(¹)	(¹)	33	1
1918.....	2	2	71	112	63	92	38	6
1919.....	3	2	142	42	82	35	57	1

¹ Examination not held, due to sufficient eligibles remaining from examination of previous year.
¹ Males only were admitted to last examination held Dec. 13, 1919.
¹ Papers of last examination held Dec. 13, 1919, in which were 37 male competitors, are not yet graded.

Resignations, clerks, and subclerks, 1912-1919.

	1912	1913	1914	1915	1916	1917	1918	1919
Clerks.....	.....	1	4	2	3	8	10	14
Subclerks.....	3	6	3	2	7	5	20	17

EXHIBIT No. 2.

	Number of em- ployees in section.	Number of hours of work.	Number of hours per- formed during night hours.
Registry section.....	27	216	60
Inward section.....	92	736	221
Outward section.....	83	664	346
All other sections.....	79	632	.....
Total number of employees in office.....	281	2,248	627

If a differential of six hours night work would be equivalent to eight hours daywork, then the 627 night hours would be reduced one-fourth, or 156 hours and to do this 156 hours of work (at night) would require 26 additional men, which would require but an increase in the force of 9 per cent, and this would be small when the benefits in health, etc., were considered.

STATEMENT OF MR. A. H. PERRY, SHREVEPORT, LA.

MR. PERRY. Gentlemen of the commission, I did not have time to prepare any speech or anything of that kind.

I have been in the Government service for twenty-one years and a half; two years and a half a soldier. I have worked in Manila; Cristobal and Balboa; Canal Zone; New Orleans; Seattle, Tacoma, and Camp Lewis, Wash., and Shreveport. I find the same conditions obtaining at all these places as I do at Shreveport.

We haven't any complaints against the postmaster with regard to these conditions. We have a new postmaster, but a good man. We have 34 clerks in the Shreveport post office, 15 subs, and 4 vacancies. At the last civil-service examination, held in June, 1919, there were 12 women and 4 men applicants. These applicants only got their ratings the 15th of December, and the office is employing subs, picking them up off the streets.

We believe in seniority. The other day the superintendent of the money-order division resigned. They took a man from the parcel-post window, with only three years' service, who had never written a money order in his life, and put him in there as superintendent. That is cutting us to the quick. Not that I care. I have had the "cushy" jobs and all kinds of positions, but I enjoy life more as one of the real workers.

Special clerks are a favoritism promotion. We want it abolished. Make them foremen and pay them accordingly. Some special clerks make the others do the work and they can slow down and get 12 or 14 hours and draw pay for it.

MR. STEENERSON. Does the special clerk get paid for overtime?

MR. PERRY. Yes, sir. They won't promote them to superintendent's or foremen.

MR. STEENERSON. The so-called supervisory employees don't get paid for overtime?

MR. PERRY. No, sir. We propose that you do away with the special clerks and make them foremen. We also want a trial board. That is not necessary now. They are not firing the men at this time. They don't have enough. The increase in the mails in Shreve-

port is more than the corresponding increase in the number of employes we have. We had 40,000 letters per day in Shreveport six months ago and now we have a hundred thousand. We also have oil in plenty; even running in the streets; the conditions there are really unusual. Up until eight months ago there wasn't a resignation in that office in nine years. One of the gentlemen who preceded me was talking about the remedy for conditions and who was to blame. I have seen so many of these investigations try to get at things that they can not bring out. The post office inspectors are as much to blame as anybody else, and if you knew the obligations a post-office inspector has to take before he takes office you would see something that would open your eyes. They are parasites on the face of the earth. I started once to take the examinations myself, but the obligations, I was told I had to take stopped me. I wouldn't do it.

Mr. STEENERSON. I suppose the obligations they take are to obey instructions, right or wrong?

Mr. PERRY. Yes. When they want to get you, they get you. To remedy these conditions, why not have a special commission look into these things at all times, instead of inspectors peeping through a hole all the time? It hasn't decreased stealing one bit since they inaugurated it. We are in favor of higher salaries for night men and distributors over day workers and "cushy" job workers. I was in the New Orleans post office here several years ago, and if they should put me back in the mailing division I would quit. I would sweep the streets first.

STATEMENT OF MR. H. W. CLARK, GULFPORT, MISS.

Mr. CLARK. Gentlemen, I am a clerk, but I represent the rural carriers, the city carriers, and the employees of the Gulfport office. The rural carrier's automobiles cost them \$60.14 every month. The life of a car is three years; then they need a new car.

Mr. STEENERSON. What brand is that that wears out in three years?

Mr. CLARK. A Ford—on account of the roads they wear out in three years.

Mr. BELL. The motors do not wear out in that length of time?

Mr. CLARK. No, sir; the car itself. Under our present entrance salary we can not get men to come into the service.

Senator MOSES. Are you a rural carrier?

Mr. CLARK. No, sir; I am a clerk in the office. We pay 60 cents an hour for substitutes, and we can not get them—the industries pay more. We want you to consider and give us a fair entrance salary and a fair salary to live on. Our rural carriers work six hours a day. They can not get any outside work to do; their schedule calls for them to leave at 9 and they get back at 3, and it doesn't leave them any time for other work. We have bad roads and storms, as you know.

The clerks want a living wage, so that we can raise our families, educate our children, and live right.

Senator MOSES. Where would you place that?

Mr. CLARK. I think it requires an entrance salary of \$1,800 to get the right kind of men in; men with the intelligence we require, and the class of men we should have. And I think the maximum should be \$2,400.

The city carriers would like to have an eight-hour-in-nine law. They could then take an hour for their dinner and finish up their work.

We also want a sick leave. We have a man that has spent years in the service and he has contracted blood poisoning and is laid up and we expect we clerks will have to pay his rent—after 25 years' of service.

We ask that we have a reasonable sick leave on a physician's certificate. I think all the other departments of the Government enjoy a sick leave, and I would like to see the Postal Service have it. As far as the sanitary conditions in our office go, we have ideal conditions. We have an ideal man for postmaster, and the conditions are congenial.

Briefs were submitted by James Reid, jr., New Orleans, La., R. E. Rushing, Monroe, La., L. M. Kaufman, Baton Rouge, La., V. A. Mapes, Dallas, Tex., P. E. Spreen, New Orleans, La., R. H. Phillips, Meridian, Miss., E. F. Lahnier and Felix X. Gueydan, jr., New Orleans, La., Carl T. Reisner, Waco, Tex., A. A. Lilly and J. Dixie Smith, Houston, Tex., and Sidney Hess, New Orleans, La., as follows:

BRIEF SUBMITTED BY JAMES REID, JR., NEW ORLEANS, LA.

I desire to say that there are, perhaps, no set of public or private employees upon whose efficiency and faithfulness all the activities of this great Nation depend as they must necessarily depend upon the postal employee, and yet no public or private employee performing similar services is so miserably compensated or so shamefully neglected.

It is needless to mention that it requires all of five years' constant study and training to equip the individual so that he or she may qualify as a competent post-office clerk, and yet they receive no consideration and no reward for this devotion to a service other than a small wage which is barely sufficient to allow them to exist—not live.

A comparison of the figures taken at random from among important industries with those obtaining in the United States Postal Service impels us respectfully to petition the commission to recommend legislation reclassifying the salaries of all clerks in first and second class offices as follows:

Post-office clerks to be divided into five salary grades ranging from \$1,500 to \$2,300, and to progress automatically from the lowest to the highest grade through annual promotions of \$200 each, but only after serving one full year in the next lower grade; and to provide for two grades of special clerks at \$2,400 and \$2,500, respectively.

If salary statistics should fail to convince you of the urgent needs of the postal employees (which it certainly can not fail to do), the alarming and unprecedented number of resignations of post-office clerks, which in the past few years have taken place in every large office throughout the country, should give rise to your sincere concern for the maintenance of the rapidly decreasing efficiency of the Postal Service.

If the Government's interests are to be considered above those of its servants, then it is in perfect consistency with this idea that I suggest the paying of materially increased salaries to all postal employees, to attract capable and more intelligent men to the service and thereby uphold, if not heighten, its efficiency.

I believe that the few facts and figures with which I have acquainted you are of such character as to preclude further argument in our plea for salary reclassification, and beg to remain, with abiding faith in the wisdom and justice of the commission.

BRIEF SUBMITTED BY MR. R. E. RUSHING, MONROE, LA

Having been selected to appear before your honorable body as a representative of the clerical force of the Monroe, La., post office, to submit data, etc., showing why our present salaries are entirely inadequate for our support, I have prepared this brief, which I wish to submit, trusting same to receive your earnest consideration.

First. I will take up the increased cost of life's necessities in comparison with the increased compensation of post-office clerks, covering the period since 1914 to the present time.

The following table of comparison in the prices of a few of the main items necessary for the maintenance of life tend to show the increase in the cost of living since 1914 that we have been compelled to meet in order to live and support our families. The prices given are what we actually paid for the items listed, in 1914, and what we are having to pay in Monroe, La., to-day:

	1914	1919
Flour, per 24-pound sack.....	\$0.85	\$1.75
Meal, per 24-pound sack.....	.45	1.35
Lard, per pound.....	.09	.29
Bacon, per pound, according to kind.....	.10-\$0.25	.30-\$0.65
Shoes, per pair.....	2.50- 4.50	5.00-10.00
Suit of clothes, fair grade.....	15.00-20.00	30.00-45.00
House rent, five rooms.....	15.00	35.00

Above items considered of good grade, etc.

The foregoing table shows an increase of over 100 per cent. While some items of minor importance have not advanced so much, yet the average percentage of increase will not fall much below 100 per cent.

To meet this increase in prices of everyday necessities, we have received by the various acts and appropriations of Congress, over and above the regular automatic promotions, a bonus averaging about 40 per cent, taking all automatic grades into consideration.

It must be borne in mind, however, that all automatic promotions were suspended during the fiscal year July 1, 1918, to June 30, 1919, which, in effect, is keeping clerks in grades 1 to 5 out of \$100 per year salary if the \$200 raise, July 1, 1918, is to be considered a straight bonus. Otherwise this \$200 raise is reduced to an actual bonus of \$100.

It must also be remembered that all these acts, etc., except the automatic raise this year are only temporary and cease to function June 30, 1920, unless perpetuated by Congress before that time, and will reduce all salaries to the old basis with the loss of one yearly promotion, or increase.

The entire increase in our salaries since July 1, 1918, counting both regular promotions and bonuses, only figures an average of approximately 48 or 49 per cent.

From the above it can be seen that with an increase in our income of only 40 per cent more than was figured to meet our requirements at this time in 1914, we have had to and are still having to combat an increase in the cost of living of nearly 100 per cent.

How have we accomplished it?

We have purchased table necessities of the most frugal kind, and in no overabundance. We have clothed ourselves and families in the cheapest clothing we could get, and in bare quantities at that; we have been compelled to forego, in a great measure, our civic, social, and church duties; and personally speaking, for myself, will state that I have been compelled to borrow money at times, some of which I still owe.

Second. I will now consider our salaries in comparison with salaries paid by private corporations and others:

Common labor, that in 1914 was paid 15 to 20 cents per hour, is now paid 35 to 45 cents per hour. Prior to the last act of Congress granting a varying scale of increase for the present fiscal year ending June 30, 1920, the lowest wage paid a common laborer was in excess of the initial salary of a post-office clerk, while the higher was almost equal to a clerk's salary who had reached the highest automatic grade after several years' hard work and study. The salary paid our highest automatic grade clerks was only about 50 cents per hour. Our last increase or bonus placed the entrance grade salary about equal to the wage paid a common laborer.

Carpenters' wages have advanced since 1914 from 35 cents an hour to 80 cents an hour, and carpenters' foremen draw \$1 per hour. Clerks in retail stores that were paid about \$85 per month, now receive from \$125 to \$150 per month, and with the privilege they enjoy of being in a position to obtain their needed supplies at wholesale prices, or with only a slight per cent added, gives them an additional \$10 to \$20 per month advantage over post-office clerks having to pay full retail prices.

Painters and paper hangers, when working for a contractor, are paid 90 cents per hour, and if working for private parties they charge 96 cents per hour. Plumbers are to-day being paid \$1 per hour.

I am not personally familiar with wages paid by all lines of private industries, so can not give exact figures in some instances, but the increase in wages granted employees in such industries affords them a salary in most cases in excess of that paid post-office clerks.

These facts do not exhibit any attraction to draw competent men into the service or to keep the older ones on the job.

A post-office clerk, being in closer touch with and serving the mass of people more so than any other class of employees, and having to devote so much of his time that he receives no compensation for acquiring greater efficiency that he may serve the public with the highest degree of accuracy, I deem it no more than his just dues that he be paid a salary commensurate with his position instead of being the most poorly paid of any class of employees where intellect is a requirement.

Third. Having now viewed the situation from the point of income against outlay as experienced by a post-office clerk, and having made a comparison somewhat of salaries, let us now look at the department's requirements of a post-office clerk.

To begin with, the department does not desire an incompetent or illiterate person on its pay roll as a clerk, so the civil service open competitive examination is brought into play which all applicants are required to take, making an average grade of not less than 70 per cent, to become eligible for appointment. From this examination an eligible register is created from which appointments are made, according to the percentage made by applicants on said examination.

Thus it will be seen, that in order to gain entrance to the service, a person must possess a fair education. He must also possess other qualifications, such as sobriety, industriousness, physical abilities, etc. He is required to pass a physical examination before being appointed.

The qualifications necessary to meet these requirements alone should be sufficient to merit an entrance salary in excess of the wage paid a common laborer.

After a clerk has entered the service he is tested at intervals for his efficiency by means of what is known as case examinations; his promotion to the next higher grade rests largely upon the result of these examinations.

In order to successfully pass these examinations, he is compelled to memorize from 3,000 to 10,000 facts and must be able to separate and put into case, labeled to represent the supply of different offices, cards, showing names only of such different offices. He is required to attain a speed in this examination of not less than 16 cards, handled correctly, per minute, and must make a grade of 95 per cent correct. He must also have a fair knowledge of the Postal Laws and Regulations, a volume of over 1,700 sections.

To accomplish all this, he is compelled to devote a great deal of his time, while off duty, to hard study, for which he receives no compensation.

I am aware of no instance in the employment by private concerns wherein an employee is required to spend his time off duty studying in order to gain greater efficiency or to further his employer's interest without receiving extra compensation for same.

I think Congress should make provisions whereby a period for study would be allowed during time on duty.

But to return to the question of salaries: If a post-office clerk's salary in 1914 could at that time be considered in fair proportion to his expenses—I do not say that it was—how can he be expected to combat the high cost of living at this day and time when the increased cost of living is fully 50 per cent more than the increase in his salary?

Summing it all up, and seeing that even unskilled labor in a great many instances is being paid a better salary to-day than trained and efficient employees in the post office of the great United States, it is plain to be seen that the present salary schedule is too unattractive to hold efficient employees or to recruit new ones.

According to a late report rendered by the Bureau of Statistics of the Department of Labor, an income of \$1,800 is required to purchase the actual necessities of life for a family of five for one year.

At first glance the increase in salaries asked for may seem out of all proportion or unreasonable; but if you will kindly review the past and compare the small increases allowed clerks with the increases granted private employees from time to time as the cost of living advanced, it should be clear to any one that the increase we are now asking for is not unreasonable and is no more than we are justly entitled to.

At the present time there are a great many clerks who like the post-office work, are loyal to the department to the extreme, and are trying to hold on to the job believing that Congress will come to their relief with a readjustment of salaries on an equitable basis in the near future, who will be forced to resign and seek other employment more remunerative should their expectations meet with disappointment. Others are leaving the service now, three of our oldest and best clerks in this office having resigned within the past 60 days.

In view of the foregoing facts, I, as a representative of the clerks of Monroe, La., in particular, and all post-office clerks in general, urgently request that your honorable body, in behalf of the efficiency of the service, as well as the living conditions of the clerks of the Post Office Department, give earnest and serious consideration to the enactment of a reclassification law for clerks and carriers, making the salary of each grade not less than the amounts stipulated herein: First grade, \$1,800; second grade, \$2,000; third grade, \$2,100; fourth grade, \$2,200; fifth grade, \$2,300; sixth grade, \$2,400; one special grade, \$2,500. Promotions following one year's satisfactory service in each lower grade to and including the sixth grade.

I hope the foregoing will enable you to see the urgent needs of a reclassification of salaries that will afford post-office clerks and carriers not merely a bare living but a salary such as they merit, and that such a measure before the proper authorities will receive your earnest recommendation and support. I respectfully submit this brief.

BRIEF FILED BY MR. L. M. KAUFMAN FOR THE CLERKS OF BATON ROUGE, LA.

Overtime excessive and burdensome. Excessive because of insufficient clerical force, a lack of substitutes to meet the unusual conditions. Burdensome because it decreases the efficiency, impairs the health, thereby detrimental to the service. Overtime for Sunday and holiday service is optional with the clerk, but living conditions compel him to take the overtime in pay on account of the small salary paid by the Post Office Department. We feel that time and a half should be paid for overtime; or in cases where this service is necessary that time and a half off be allowed the employee.

Substitute service, when available, must at all times be used to relieve congested conditions, to relieve clerks when off with or without pay.

Clerks whose employment requires scheme study should be allowed a stated period of time on duty for this study.

House rent in our community is \$25 and upward. Water, light, and fuel are an additional expense.

All business houses, firms, and factories of any consequence give substantial bonuses to all employees. A few are here mentioned: Louisiana National Bank, Union Bank & Trust Co., Bank of Baton Rouge, Fernbacher Dry Goods Co., Standard Oil Co. of Louisiana, and numerous other concerns which it would be useless to mention.

Wage scale paid by Standard Oil Co. of Louisiana.

	Salary with- out bonus.	Salary with bonus.
Still man.....	\$205. 00	\$225. 00
Assistant still man.....	177. 00	195. 00
Pump man.....	159. 00	175. 00
Watchman.....	126. 00	139. 00
Bricklayer.....	184. 00	202. 00
Pipefitter.....	160. 00	176. 00
Carpenter.....	160. 00	176. 00
Painters.....	110. 00	121. 00
Machinists.....	172. 00	189. 00
Boiler maker (calker).....	188. 00	206. 00
Boiler maker (riveter).....	176. 00	193. 00
Timekeeper (first class).....	138. 00	151. 00
Timekeeper (second class).....	122. 00	134. 00
Timekeeper (third class).....	110. 00	121. 00
Laborer (white).....	110. 00	121. 00
Laborer (colored).....	66. 00	73. 00

This company employs 3,300 men. Salaries of the employees amount to one-third of the total deposits of all banks in the city of Baton Rouge. They have had 10 increases in the past four years, 8 actual increases in pay, 1 was a change from 9 to 8 hours, and 1 a 10 per cent temporary bonus. They are allowed time and a half for overtime and double time for Sundays and holidays.

Night work is hard and laborious, and we feel that 40 minutes' night duty is equivalent to 60 minutes of daywork.

Seniority, all things being equal, should prevail.

Examinations are frequently held without male applicants; therefore it is necessary to employ inexperienced and incompetent help to fill the vacancies which occur from time to time by voluntary resignations.

Betterment of the service by increase in pay for the employee acts as an incentive for him to give better and more efficient service. This increase relieves the employee of worrying about meeting expenses, better fitting his mind to meet the needs of his position.

Thirty days' annual leave of absence with pay is necessary and is so recognized by other departments of the Government. We should also have 30 days' sick leave with pay, which is also recognized by other departments of the Government and other corporations.

An old-age retirement plan should be provided and put into operation as soon as possible by the Government, thereby eliminating the incompetent help which is caused by old age.

There should be an arbitration board before which grievances and all other differences between the employees and the department could be brought and satisfactorily adjusted to the best interest of all concerned.

Supervisory officials are required to perform as many or more hours of duty than a clerk without additional compensation.

There should not be such a marked difference in the salaries of the postmaster and his assistant; that there should be a greater difference in salaries between the clerks and the supervisory officials.

BRIEF SUBMITTED BY MR. V. A. MAPES, DALLAS, TEX.

We greatly appreciate the opportunity to come before this honorable body on behalf of the post-office clerks of the cities of Dallas and Galveston, Tex.

We would be glad to consider with you present conditions and the urgent need of postal employees, but realizing that your time is limited we will go directly into the subject matter that comes under the province of this commission.

The character and durability of a nation rests on the family and home and in reviewing the questions before this commission we will necessarily confine ourselves to the man of family.

We desire, briefly, to direct your attention to the things that are needed to satisfy the postal workers of the country, to wit: Scheme work, night work, overtime, compensation, and retirement.

It is a fact that any one of the three subjects first named is of nearly equal importance as the question of salary, and in point of fact are inseparable.

SCHEME WORK.

A great percentage of post-office clerks are required to keep "schemes" posted daily and to "throw" them two or three times a year with a high average. They are not allowed time for this work but are required to prepare when off duty. Scheme work is the most trying of any performed in the Postal Service and will demand an average of two months' time per year, thus requiring 14 months' work for the pay of 12. If clerks throwing schemes were allowed at least one hour each day, while on duty, to post and memorize schemes, it would reduce the discontent now prevalent, largely increase the efficiency of the service, and be manifest justice.

NIGHT WORK.

Night work is a necessity in all the large offices in the country. It saps the vitality of the men who are required to reverse the order of nature and are unable to sleep in the daylight hours because of excessive heat or noise. It can not be successfully contended that this work should not be paid more than daywork. There is a bill now before Congress making 45 minutes equal to one hour and giving time and one-half for overtime. We urge that this legislation is necessary and would redound for the good of the service. So dreaded is night work that, from a personal canvass of the Dallas, Tex., office, I found that a majority would choose daywork even with the above-cited bill enacted into law.

OVERTIME.

At present a vast amount of the work in post offices is being done by overtime. With 25 regular clerks added to the Dallas, Tex., office there would still be need for overtime. Under the present wage scale it is necessary for clerks to work overtime to

make enough to live. Long hours produce inanity which is the source of inefficiency. Eight hours work each day is enough, and we would ask, for the double purpose of proper compensation and as an inducement to the department to provide a sufficient number of clerks to perform the work, that we be paid double for overtime.

COMPENSATION AND RETIREMENT.

These two subjects are too closely related to be separated. That intelligent citizens of a great Republic, after a life time of toil should, in their old age, be dependents and objects of charity is unthinkable, and yet, under the present wage scale, is unavoidable. From an economic standpoint, if a person devotes his working years to the business of "labor" and that labor will not produce enough to maintain him in his declining years, then his business is a failure and life has not been worth living. The only money that it costs the Government to maintain its immense postal business is the amount of the deficit when there is one. Why so much ado about the postal deficit when that deficit is the total cost to the Government for carrying on the largest business in the world is hard to understand. Recently the deficit has been changed to a surplus of millions and these millions represent excess profit and have been wrung from underpaid and harassed employees.

We submit that postal employees must be paid enough to maintain their families in comfort and to lay enough by to sustain them in the latter years, or they must be paid enough to sustain them in comfort and be pensioned in the latter years. An addition of 10 per cent for the first proposition is not nearly enough. In fact, we believe, that at this time neither the Government nor large corporations would be either willing or able to attempt this plan. It is the more expensive way. So, for the present, we would urge an adequate present salary and a 50 per cent retirement bill to be paid by the Government. We ask you for a salary bill working automatically from \$1,800 for the first grade to \$2,200 for the sixth grade.

The subjects I have presented to you are the things universally demanded by the personnel of the service. Nothing less is justice; nothing less than justice will satisfy. The injustice of no recognition for scheme work or night hours is a constant irritant; it rankles in the hearts of the employees; it is a subject for discussion every day in every large office in the land; it acts as a pall on the entire force. A satisfied man can do more work and better work than one who is dissatisfied, even though the latter works under the compulsion of his own will. It matters not how liberal a wage scale may be adopted, so long as one works on duty only, while the other is required to do a large amount of work off duty without additional pay, there will be dissatisfaction and unrest. These things are vital to the efficiency of the service.

The wage scale of the postal worker has never been more than a meager existence—a constant striving to make ends meet. The average post-office clerk with 20 years' service has never owned more than one suit of clothes at a time and has been compelled to wear them as long as decency would permit; has worked nights, Sundays, and holidays to supplement his salary; has munched peanuts in lieu of lunches; foregone even the inexpensive pleasure of the picture show, and to-day can not send his child to college or finance a funeral except on the installment plan.

With this great Government spending millions of dollars for the uplift of humanity in foreign lands, haughtily spurning compensation for its immense outlay, we bow our heads in shame as we humbly petition for a living wage.

In every large city in the land there are old men, tottering with senility, going to the post office daily with fear in their hearts, trembling lest they be removed for inefficiency, and scarcely able to do any work at all. Why, in God's name, don't the Government give them an adequate pension and tell them to go home and rest and live in peace? With young men in their places the Government would be getting a full day's work for one-half pay. This would be both justice and economy. If only the spirit of Christ permeated the halls of Congress and the councils of the moneyed interests of this land, what a glorious country this would be. But there is a rumble, coming nearer and nearer, deep and ominous in its import. Let us take heed while there is yet time.

Only a few weeks ago a Dallas, Tex., post-office clerk stood before the court to receive sentence for the theft of registered mail. Among other things the judge said: "There is one mitigating circumstance in your case and that is that the Government placed you in a position of trust and responsibility and only paid you \$1,000 per year." What a terrible indictment against the Government from a Federal judge sitting on the bench.

Buoyancy and sanguinity are lacking in the Postal Service to-day. In their place has come a lassitude that borders on despair. Incentive is gone. The enactment into law of the points I have here suggested would metamorphose the whole system into an aggressive and efficient body.

1600

Examinations are to employ inexperienced from time to time.

Betterment of the for him to give better of worrying about his position.

Thirty days' annual other departments of pay, which is also for corporations.

An old-age retirement possible by the Government caused by old age.

There should be arrangements between the employees adjusted to the best interest.

Supervisory official clerk without additional.

There should not be his assistant; that the and the supervisory official.

BRIEF 8

We greatly appreciate of the post-office clerks.

We would be glad to postal employees, but subject matter that concerns.

The character and during the questions before man of family.

We desire, briefly, to the postal workers of compensation, and retirement.

It is a fact that any one as the question of salary.

A great percentage of and to "throw" them allowed time for this work is the most trying of any of two months' time per clerks throwing scheme-post and memorize scheme increase the efficiency of.

Night work is a necessity of the men who are required the daylight hours because contended that this work now before Congress make half for overtime. We are the good of the service. Dallas, Tex., office, I for above-cited bill enacted.

At present a vast amount 25 regular clerks added to time. Under the present

The worth of the matters here presented are too obvious to require further elaboration before this intelligent commission. The mere fact that Congress has seen fit to constitute this commission is a rift in the clouds, a ray of hope; may it prove the lodestar that leads to the amplitude of contentment.

BRIEF SUBMITTED BY MR. P. E. SPRECK, NEW ORLEANS, LA.

I desire to submit the following brief relative to night work and scheme study reference being had to letter of July 29, 1919 to you through our Senator Gay, a duplicate of which is herewith attached, and which gives detailed explanations in detail.

1. There can be no just and proper reclassification of salaries of post-office clerks without taking into consideration night work and scheme study.

2. Night work is performed by 145 of the 285 employees in the clerical force of the office, and likewise as many clerks study schemes at home.

3. Night work is detrimental to health, impairs the eyesight, is unnatural, and extra compensation should be granted, either in a lesser number of hours required for a week's work or by a salary differential, a lesser number of hours of night work and time for scheme study being, in my opinion, preferable to a salary differential. The granting of time off for scheme study would permit a prompt training of the new men and such men are now lacking in the Postal Service.

4. If six and one-half hours' work at night would be made the equivalent of eight hours of day work much unnecessary work now done at night could and would be done more rapidly, economically, and efficiently during the day.

5. The requirement of home study is a direct violation of the eight-hour law.

6. This study must be done at home, for it is known at the time a clerk is ordered to examination that there is absolutely no time to study at the office. It is a violation to giving a clerk an hour's work to take home and complete.

7. The granting of time off for scheme study would greatly benefit the service.

8. Much of this scheme study is entirely unnecessary.

9. If time were granted, no excuse could be offered for failing to qualify at a first examination.

10. If time were granted, men could be trained in a short while to perform rapid and reliable distribution.

11. As it is at present, it requires months to acquire knowledge that could be acquired in days.

12. Home study means that one half of the clerks when they leave the office have finished their work, while the other half is compelled to work at home an hour or more after they leave.

13. This study is not required the whole year round.

14. The more diligent a clerk studies and the more facts he memorizes the more valuable he is to the service and the less chance he has of obtaining permanent day work.

15. A man's knowledge of distribution, willingness, efficiency, and rapidity of work are real hindrances to his obtaining permanent day duty.

16. An hour a day for as many days as, in the judgment of the department, is required for a clerk to master these distributing schemes could be granted. For instance, if a clerk is scheduled to report for duty at 10 a. m. he could report at 11 a. m. for the number of days allotted him in which to prepare for examination. He would not have to show the results of study done at the expense of the Government.

17. This would be both a simple and economical way of compensating for home study.

18. Such time could be used, as he is paid, can not be used.

19. The error is not by being paid for home study, but by being paid for home study.

20. I consider the matter for that reason.

21. Any expense to the service is home on his own time is virtual.

22. The department, and the knowledge is an indication of his knowledge.

23. It is placed on the clerks who study at home.

24. In your consideration of our suggestions.

25. I am, Sir, very respectfully,

Very truly yours,

P. E. SPRECK.

The letter referred to follows:

NEW ORLEANS, LA., July 29, 1919.

HON. EDWARD J. GAY,
United States Senator from Louisiana,
Washington, D. C.

DEAR SENATOR. On behalf of the post-office clerks of New Orleans, La., I desire to congratulate you on your appointment to serve as one of the congressional commission authorized to investigate the salaries of all postal employees, and take this means of bringing to the attention of the Commission, through you, two things which we deem of vital importance in the interest of efficient service and for the welfare and justice of the post-office clerks of this country.

There are to-day two subjects in connection with the work of mail distributors in a post office that deserve serious consideration by the Commission and which should be remedied. One is the requirement of a clerk to study schemes of distribution at home and pass case examinations each year, and the other is compulsory night work. With regard case examinations, we will endeavor to show as clearly as possible for us to do, just what is meant by case examinations.

At the time a clerk receives a regular appointment at this office, and the same applies to all other offices, he is furnished with a distribution scheme of Louisiana or a city distribution scheme of New Orleans, and is given for the preparation of an examination on the State of Louisiana from 60 to 75 days. This examination is divided into two sections, "A" and "B," section "A" consisting at this date of 55 separations, or routes, and 594 offices; while section "B" consists of 71 separations, or routes, and 703 offices. To successfully pass these examinations, a clerk is obliged to study at home not less than one hour a day at least 60 days, and as overtime, from one to hours is very often necessary or required of the clerks, you can judge what a hardship and injustice it is to compel a clerk to acquire at his own time at home and at his own expense that knowledge which is so essential to the proper performance of his duties as distributor. As is often the case, it is impossible, because of long hours of duty, sickness at home, etc., to devote an hour or longer to this home study each day for a 60-day period, and each day lost in study requires additional time, which often exceeds the 75 days allowed. After a thorough knowledge of the distribution of mail for the State of Louisiana is acquired, which includes not only the names of post offices and routes, but train schedules and time of connection at various junctions, this clerk is furnished with a general scheme of Mississippi, which is also divided into two sections, section "A" consisting of 73 separations, or routes, and 582 cards; and section "B," 66 separations, or routes, and 662 cards. The same preparation and time required to master this scheme are necessary in the case of a general scheme of Louisiana. After a clerk is efficient in the distribution of mail for these States, which requires from two to four years of constant practice and diligent study, he is called a two-State clerk and is then furnished with a copy of one of the following general schemes, consisting of separations, or routes, and offices as herein specified:

Arkansas.—Section A, 61 separations and 962 offices; section B, 88 separations and 851 offices

Alabama.—Section A, 67 separations and 640 cards; section B, 60 separations and 684 cards.

Georgia.—Section A, 77 separations and 653 cards; section B, 98 separations and 665 cards.

Tennessee.—Section A, 67 separations and 555 cards; section B, 59 separations and 584 cards.

Texas.—Section A, 109 separations and 851 cards; section B, 104 separations and 774 cards; section C, 135 separations and 1,002 cards.

After he has perfected himself in the distribution of his three States, he is required each year to pass an examination on one of the three, with an average of 98 per cent and 16 correct cards distributed per minute, so you can see, my dear Senator, that the life of a post-office clerk is one round of study and preparedness at home, for which he receives no compensation. Nor is this all, for he has to keep these schemes corrected from general orders of the various divisions of the Railway Mail Service having jurisdiction over these States, and these corrections consist of new offices added, old ones discontinued, new routes added, old ones changed, with resultant changes in distribution, and he is required to keep corrected train schedules furnished him, in order to dispatch mail advantageously and expeditiously.

In the case where a clerk is furnished with a scheme of city distribution, he is required to prepare, as previously stated, for the following examinations:

Five-trip carriers and division separations.—Thirty-three separations and 886 cards.

Box holders.—Section A, 11 separations and 536 cards; section B, 11 separations and 547 cards.

Five-trip carriers and divisions A, D, and G.—Fifty-three separations and 600 cards.

Divisions E and F.—Forty-nine separations and 670 cards.

With the exception of the first examination, five-trip carriers and division separations, each clerk engaged in city distribution is required to pass each year a case examination on the above subjects, the average being 98 per cent and 16 correct cards distributed per minute. City clerks, too, are required to keep all schemes corrected up to date from orders issued by this office from time to time. Failing to attain the required average on these examinations during the fiscal year results in increase of salary being withheld.

As a remedial measure in connection with home study and case examination, I would respectfully suggest that time for study be allowed during the eight hours of a clerk's tour of duty, as we believe it to be manifestly unfair, unjust, and not in keeping with the spirit of the eight-hour law, to compel an employee to devote his hours for recreation in acquiring knowledge so essential to the interest of his employee, the United States Government, and which knowledge is of no benefit nor service to him in any other line of business.

The subject of night work has been one of long discussion and is very peculiar, for the reason that those clerks who are required to master schemes of distribution at home are obliged to perform also almost all night duty in post offices, as I dare say 95 per cent of night work consists of distribution of the mails, so that a double imposition and hardship are placed on distributors. Home study and night work have caused and is causing dissatisfaction, discontent, discord, and dissention among the clerks, preventing intelligent men from entering the post offices, and causing many of the highly trained and efficient distributors to leave, thereby interfering with the efficiency of the Postal Service.

It matters not just how conscientious, hardworking, and painstaking or how interested in the service a man may be, continuous home study and night work, year after year, with no prospects of a betterment of conditions in the way of permanent day duty and without additional compensation for extra work in connection with scheme study at home, are bound to breed indifference in many, and I venture to say that there is no business in the country to-day that requires such home preparation as is demanded by the Post Office Department.

Fifty-five per cent of the work in all large offices consist of distribution of the mails, and this means that 55 per cent of the men are obliged to master schemes at home, correct schemes and schedules and perform night work, while 45 per cent of the clerical force is relieved of home study and are permanently assigned to day work, although no additional remuneration is allowed for the extra work at home and night duty performed.

Because of a clerk's knowledge of distribution, patiently acquired in the hope that he will be rewarded with a day position, he is very often deprived of such assignment because of his experience and value as a distributor, and the coveted position, with day duty and without night work nor scheme study, etc., is given to some clerk without this training, and it is these things that are causing a growing sentiment against home study that are resulting in the interference with the maintenance of that high standard of efficiency so necessary and so much desired in the Postal Service.

As the position of distributor is one of importance, efforts should be made to make it an attractive one, and if this can not be done by eliminating home study and the making of 45 minutes the equivalent to an hour's night work, or in some other manner, then it should be made more desirable by additional compensation commensurate with the studies and night work performed.

Of course, less study is required as a clerk grows older in the service, but considerable home study is required each year nevertheless.

We sincerely hope, dear sirs, that your honorable body will give these subjects the earnest consideration they deserve and that you will see the justice of this appeal, and should favorable recommendations or suggestions along these lines prove successful, your commission will merit and receive the everlasting gratitude and thanks of the vast number of mail distributors throughout our great country.

Permit me to suggest that this matter, covered by sections 309 and 311 of the Postal Laws and Regulations, be brought to attention of the Comptroller of the Treasury, through the First Assistant Postmaster General, for an interpretation and ruling as to whether or not home study requirements are in violation of the eight-hour law.

With sincere thanks in advance for any consideration given these subjects, and respectfully requesting an acknowledgment of this letter, I beg to remain,

Very respectfully,

P. E. SPREEN,
Special Clerk, New Orleans Post Office.

Attached herewith is an itemized account of my expenses from August 5 to and including September 2, 1919 (statement on file with the commission). During these 29 days I spent \$118.48 and bought no medicine, shoes, tobacco, liquor, nor clothes of any kind, and practically nothing for pleasure and amusements nor car fare.

Based on this, and the fact that the cost of living is still on the increase and our recent increase in salary is only partly meeting the recent increase in price of food-stuffs, I believe that, for the present at least, the entrance salary of clerks should be \$1,800 and thereafter automatically increased \$200 per annum to \$2,400, the clerk's record justifying, in order that sufficient money may be laid aside for the proper education of a man's family.

With regard to reclassification of salaries, permit me to say that if time were allowed off for scheme study and six and one-half hours at night were made the equivalent to eight hours of day work, it is my opinion that no differential in salary should be made for distributors, and the designation of special clerk could be abolished. It was the intention, as I understood it at the time the designation of special clerk was made, that such should be given to expert distributors, but such has not been the case.

Competitive examinations among clerks for the position of supervisor should be held when vacancies occur. These examinations to be on a man's knowledge of the service, his education, executive ability, interest manifested in the service, etc., and be open to all applicants. If the Government deems it proper to hold such examinations in order to obtain the best men for Government positions, the same thing should apply in the selection of the men to supervise the conduct of the offices and to safeguard and preserve the revenues thereof. The holding of such examinations would eliminate the necessity of soliciting influence to obtain such positions and avoid much dissention and dissatisfaction as at present exists.

Seniority at all times should prevail, all things being equal.

STATEMENT FILED BY Mr. R. H. PHILLIPS, MERIDIAN, MISS.

In the matter of adequate salaries the employees of the Meridian (Miss.) post office desire to present the following facts for consideration by the honorable commission:

1. Every employee in the post office, whether clerk, carrier or rural carrier, is required to take a competitive examination and obtain a rating on eligible list, then he waits until his turn comes to be called on as substitute.

2. After appointment as substitute he is required to be at the post office whenever the authorities direct. His work at times is only for one to two hours a day. This prevents him from accepting other employment during his period of substitute service by which he could gain a livelihood. Oftentimes a substitute is obliged to wait for years before he is appointed a regular clerk. We have a carrier in this office who served for three years before he obtained a regular appointment. Up to the beginning of the holidays, this office had only one regular man substitute and that, a carrier. During the holiday period this office was forced to use noncertified substitutes because of the pay received by substitutes will not hold good men.

3. That the system of appointment and service of substitutes as now regulated practically eliminates the possibility of a married man accepting appointment. The uncertainty of the period of service and the small remuneration he will derive are the outstanding obstacles for him. Recently we had one substitute to leave this office and go to work for a newspaper at a salary of \$30 per week with the promise of promotion to \$40 a week.

4. That after serving a successful period as a substitute a man is obliged to accept a regular appointment at the lowest salary paid in the service and again work for five years before reaching the highest grade. This is wrong for a substitute is obliged to learn all the branches of work and be able to fill any vacancy that occurs in the regular force, therefore when his regular appointment does come, he is as valuable to the service as he will ever be. He should be given a salary commensurate with the responsibilities and knowledge he has acquired.

5. That the present rate of pay for post-office employee is entirely inadequate and should be raised to 80 cents per hour for substitutes and to \$1,800 to \$2,400 for regular clerks.

6. That the postal employees are entitled to 30 days annual leave for vacation with pay the same as other departmental clerks who work in Washington, D. C. This is necessary to the health and happiness of the men and needed for sufficient rest after 11 months of hard work.

7. That the Bureau of Statistics, Department of Labor, in Washington, has recently given out that the average workingman requires \$1,800 a year with which to purchase

the necessities of life, therefore the lowest grade of post-office employees should be not less than this amount. Surely no man will look favorably upon an appointment if it does not pay sufficient to provide the necessities of life for his family.

8. That the commission well knows that the cost of living has advanced over 100 per cent in the past five years but the wages of post-office employees have advanced only 25 per cent, and this is but temporary. We would therefore suggest that this salary be raised to \$1,800 to \$2,400 and made permanent.

9. That this burden is daily making it more difficult to induce men of any intelligence to enter the service. Why should they, when an unskilled laborer can receive more than a post office employee. This is having effect of getting a class of men that in the past would never have been accepted.

10. That work performed by clerks and carriers is highly essential, but it does not fit a man for any other line of work. On the contrary, after a few years of routine post-office work a man finds it hard to adapt himself to anything else. In the post office he is an asset and practically worthless out of it. In order to function properly the Postal Service must have trained men in the service, and why not pay these men who are trained and efficient now and hold them, rather than have them resign or force them to go where they can get living wages.

11. That from actual contract with fellow workers, the writer can truthfully say that 75 per cent of the employees in this office have been obliged to go in debt during the past three years in order to buy the necessities of life. This is causing a great deal of worry and undue hardship. The salaries of these men should be raised sufficiently to enable them to get out of debt and live without continual worry of how to make ends meet.

12. The postal employees should not be obliged to work for a mere living wage; they should be paid enough so that they could really save a little with which to care for themselves and family when the time arrives that they can no longer do work required of them. This is made doubly necessary from the fact that the Government has no retirement or pension system for its men. This is another phase that the commission should give a great deal of thought to. Every large corporation to-day has some form of pension for old employees. It is indeed a harsh thought for a man to think that after spending the best years of his life in the service of his Government, he must when old step aside without any consideration.

13. That the post-office employees can only get relief through legislation by Congress, therefore the employees of the Meridian, Miss., post office respectfully and urgently request the joint commission on postal salaries to report back to Congress and ask their immediate passage the following reforms and wages which we consider just and equitable and necessary for the Postal Service:

(a) Increase of salary to \$2,400 per annum and establishment of three grades, respectively—\$1,800, \$2,100, and \$2,400.

(b) The rate of pay for substitutes to be 90 cents per hour with a guaranty of \$100 per month.

(c) Establishment of a commission or a board of arbitration to hear and pass final judgment on all complaints from employees.

(d) Establishment of a 30-day annual vacation or leave of absence with pay.

STATEMENT SUBMITTED BY MESSRS. E. F. LAHNIER AND FELIX X. GUEYDAN, JR., NEW ORLEANS, LA.

As the New Orleans office is the largest exchange office for foreign mails in the South, in the event of a reclassification of clerks, we most respectfully ask that clerks handling this class of mail matter be given just consideration.

The duties are of a nature requiring the examination of mail to ascertain whether it belongs to the classes admissible to the international mails; all must be distributed accurately; if not, are liable to delay from 15 to 60 days, and the separation is made the same as domestic. For instance, the country of Chile is divided into 9 exchange offices, to which 800 to 1,000 different offices are distributed. This office exchanges mail with the whole of Central America, West Coast of South America, and some of the West Indies, in addition mails routed via New York, San Francisco, Seattle, and Chicago. The making up of these mails require able clerks; all classes of mails are weighed separately and this weight reduced to grams, from which statements are made giving steamers credit for the carrying of mails; also the register of steamer has to be stated, as American steamers are paid more than foreign register. It is also necessary to include in the letter sack for an exchange office a letter bill describing all mail sent, and a waybill must accompany the mails to steamers; all parcel post

is entered on bills. In addition to above, there are special prohibitions governing Postal Union mails, likewise parcels. For instance, it would be possible to send a cannon to Denmark by letter post, and the same article is prohibited to Great Britain by the same mail. It is also necessary for foreign clerks to be familiar with joint regulations governing dutiable articles received from foreign countries, and if care is not given it will be possible to smuggle matter which is dutiable into this country.

The foreign mails are governed by the Detail Regulation for the Execution of the Postal Convention of Rome, and comprise the following classification: Letters, post cards, printed matter, samples of merchandise, commercial papers. The parcel-post matter is governed by the individual countries interested. For instance, the country of Great Britain has no connection with the country of Argentina; also there are many intricate details that require constant study.

If the same duties and detailed information that is necessary to properly handle this kind of mail be required by a private company or corporation, the amount of salary given would be greatly in excess of that received.

BRIEF SUBMITTED BY MR. CARL T. REISNER, WACO, TEX.

The Waco post office clerks appreciate the desire of Congress to adjust the economic distress prevailing among post office clerks and herewith hand you brief for your earnest consideration.

The grave question of keeping up the efficiency of the post office service is for practical purposes, purposes as pressing perhaps as the question of doing justice to the postal employees.

Unless the pay of postal employees represents a living wage and unless it compares favorably with what able-bodied men can earn in other lines of work, the maintenance of the efficiency of the service will be rendered impossible. Employees who have long been in the service may perhaps be unable to leave it advantageously even if they should want to. In all probability a large proportion of the postal employees past 40 years of age could be counted on to stand by the service no matter if their pay no longer sufficed to give them a living wage. The loyalty of these men can be counted on with confidence and it will long sustain the department long after a private enterprise under similar circumstances might be expected to break down. But these men, no matter how faithful, can not keep up the service without the introduction of new blood, and new employees of the right sort can not be expected to enter a service which gives no recognition of loyal and painstaking devotion. Long and faithful service in the Post Office Department, because of its highly specialized character, unfits a man for ready change to new lines of work.

The efficiency of the Postal Service is at this particular time, when the United States is striving to maintain her high standard of industrial, economic, and social conditions, a very necessary step.

In view of the fact that the cost of living has advanced 100 per cent or more since 1913, and our last classification law passed 13 years ago, when economical, industrial, and social conditions were wholly different from the conditions of to-day, and in view of the fact that all other branches of industry have had substantial increases which are automatically adjusted as these changes take place, we feel that we should now receive consideration which will bring the salary of post office clerks up to and equal the salary of men performing a similar class of work in other lines of business. We appreciate the temporary increases for post office clerks and ask that we receive consideration from Congress that will give us substantial and permanent increases.

In connection with the above we do hereby declare it to be our conviction that the minimum salary of a post-office clerk should be \$1,500 with automatic increases of \$200 until \$2,300 is reached with a leeway of two grades in advance of that, to be paid for at the rate of \$2,400 to \$2,500 per annum and designated special clerks. The duties performed by special clerks are supervisory in nature and should not only receive pay above regular clerks but should be designated as supervisors.

In all cases of promotion to the special or supervisory grades, the vacancy should be offered to the senior clerk in the next grade and so on down through all the grades until the senior clerk in each grade shall have been benefitted by the promotion provided senior clerks have prepared themselves for something better by rendering efficient service in the position held by them prior to the vacancy.

There is a vast amount of work performed in post offices at night and as it is a known fact that daywork is preferable it is believed that a clerk on entering the service should be given night work with the understanding that as vacancies or promotions occur he will be given daywork. After having performed day service men always

object to night service. If conditions so exist that a long period of night work is necessary the clerk so performing such service should be compensated for by a shorter period of service.

Clerks in mailing and distributing divisions are called upon for scheme examinations at regular intervals during the year which requires study periods while not on duty. It is urgently requested that these study periods be included as a regular period of duty. Clerks in other departments are not required to furnish these examinations, hence no loss of time while off duty.

It is urgently requested that some sort of legislation be enacted by which post-office clerks may be superannuated. We have not as yet been able to overcome the thought that we must get old. Sustenance is as necessary at this period of life as at any other period during our life and while we could get along without work we seem to think that we must continue to eat and wear clothes.

Post-office clerks have no sick leave (time lost for sickness) as do other branches of Government service. It is requested that this matter be gone into.

BRIEF SUBMITTED BY A. A. LILLY AND J. DIXIE SMITH, HOUSTON, TEX.

The Postal Service touching as it does the individual lives of practically all of the citizens of the Nation should, of necessity, attain to the highest standard of efficiency and its morale and personnel should be zealously guarded.

Working conditions.—Houston, Tex., is a rapidly growing city of about 175,000 population.

Carrier routes are constantly increasing and changing and by the time a new clerk or carrier becomes sufficiently proficient to be of any appreciable value, to the service, one or more of the older employees resign. The city growing as it is, the working force is continually inadequate. Under the present system, a clerk or carrier can be compelled to work overtime. In this particular locality many are working from one to six hours' overtime each day. In addition to the actual overtime in the office he has to study different schemes in order to pass the frequent examinations he is required to stand. This requires considerable time for which he is allowed no extra pay and which impairs the efficiency of the employee. He is compelled to put in all the overtime within his power to meet the ever-increasing cost of living.

Negroes taking places of whites.—White men in this locality are, as a rule, more efficient than negroes. They also ask better living conditions than the colored man demands and, for that reason, the carrier force in Houston is rapidly changing its complexion and, as a consequence, the public is suffering by reason of the less efficient service rendered by the colored men.

Other lines of business more attractive.—Other lines of business requiring the same ability as that of post-office clerks and carriers pay decidedly higher salaries, and are attracting the attention of thinking men in the Postal Service who realize that when old age creeps upon them if they have not saved from their earnings in younger days they will be left dependent either upon the community or upon their relatives. The business of a post-office employee dies when he does, and his family has nothing as a heritage and are usually left in want. Scarcely any other line of skilled labor receives as little pay as post-office employees.

Record for honesty.—I dare say that no other class of employees throughout the country has a better record for honesty than post-office employees. They handle millions of dollars in cash and valuables each year, and, as a rule, are under only \$1,000 bonds, which bonds are written for 50 cents per thousand as an evidence of the confidence the insurance people have in them.

The exceedingly small number of pieces of mail missent and lost by the Post Office Department, would indicate and demonstrate the honesty of its employees. This, however, since 1917 is rapidly increasing, indicating that the personnel of the offices is degenerating to a considerable extent and the morale of the men seems not to be of as high a standard as prior to the year 1917.

Hours of labor.—There should be a difference in the hours of labor of a clerk or carrier who works at night and one who works in the daytime. There should also be a difference in the classification and pay of those who are required to study schemes and those who do not. The fact that there is no difference now in the classification of these employees, creates considerable dissatisfaction and uprest amongst the employees.

Night work is a much greater strain on the entire system than daywork and should be compensated either by higher salaries or shorter hours for clerks and carriers who are compelled to work at night.

Inroads made on postal service by private corporations.—We have in our city a number of corporations who have attracted to their employ clerks and carriers from the Houston post office, some of whom were the most efficient and ablest men in the service. To such instances I would especially call your attention to, is where the Texas Co. came into the post office at this most serious period of the holiday season and took away two of our most efficient distributors, providing them with a salary of \$25 per month above what they were being paid by the Post Office Department, and they are not only holding the positions with the Texas Co. at the higher wage, but are also performing four hours' extra duty in the post office at 60 cents per hour which represents a higher rate of pay than they were receiving when they resigned.

BRIEFLY SUMMING UP.

A majority of the clerks in the Houston post office work at night, or from 3 p. m. until 12 p. m. The night schedules and the day schedules are the same. The clerks who work at night are required to work the same length of time as overtime as do those who work in the daytime.

The system of seniority is used for promotion to more desirable hours and positions where all things else are equal.

The fact that a majority of the clerks working in the office prevents a number of young men from entering the service and causes the resignation of a great many men who have families. To remedy this evil to some extent, I would suggest shorter hours for those on the night shift.

Overtime.—Overtime is a burden in the Houston post office, some of the clerks and carriers being required to perform as much as six hours overtime per day. Many of the clerks being required to study schemes in addition to the overtime performed, which impairs the efficiency and, in numerous cases, the health of the employee. A larger force of employees should be employed in order to prevent this overtime. Those who study schemes are required to stand examinations at least every three months and their grades must be not less than 90 per cent. It requires at least two hours per day for a new man to perfect himself to become an efficient distributor, and the older employees, on account of the constant changing of the routes and schedules, must study on an average of one hour per day. In my opinion, the employees should be compensated for the overtime consumed in studying their schemes and should receive at least as much pay therefore as they do for their regular work.

Inadequate pay.—The post-office employees receive a much smaller wage than other skilled labor in this community, which ranges from \$4 per day for ordinary labor to \$10 per day for the average skilled laborer. Practically all of the employees of the office, numbering about 100 in all, are compelled to work overtime in order to provide a decent livelihood for themselves and their family. The employees of this office to a large extent are doing work of various kinds aside from their duties in the office.

Resignations.—There have been perhaps 50 per cent of the employees of the Houston post office who have tendered their resignations within the past four years. It requires from one to three years for an employee to become proficient as a distributing clerk in either the city or mailing divisions. The class of men who are taking the places, of the older employees who resign are not as competent as a rule as they formerly were because the salaries paid Government employees have not advanced in proportion to the costs of the necessities of life.

STATEMENT SUBMITTED BY MR. SIDNEY HESS ON BEHALF OF THE SUBSTITUTE CLERKS OF NEW ORLEANS, LA.

As we will perhaps not be permitted to appear personally before your honorable body, will try and be as brief as possible in stating the dire necessities of the substitute clerks in the Postal Service in the New Orleans post office.

Two of the greatest problems confronting the substitute clerk is compensation and appointment.

Now, if we were allowed to express our thoughts on this subject, we would like to say that an increase of 100 per cent in our hourly pay would not be too much so as to meet the present high cost of living, which has increased to such an extent, that we barely exist (not live) on what we earn.

The appointment of to-day as a first grade clerk at a salary of \$1,000 per year does not offer much of an inducement to a substitute clerk, as he will hardly be able to keep his head above the water on such a salary. Fully 75 per cent of the substitute clerks are married and have families to support, and the remaining 25 per cent have someone dependent on them for their maintenance.

The question of to-day is why should an able-bodied man work for the munificent salary of 40 cents per hour when he can carry freight on our public wharves and get from 60 to 75 cents per hour and make almost double the amount earned in working in the Postal Service, where he is placed under bond and compelled to study (on his own time) schemes for the correct distribution of mails, and any errors that he may make afterwards he is given demerits.

Now, as to real facts and figures of the substitute clerk. The average substitute clerk's time is six and one-half hours per day, and having to report for duty every day to make the sum total of \$15 per week.

Now if a sixth grade clerk can not live on \$1,500 per year, how can a substitute clerk exist on \$780 per year?

Now, as to schemes, etc., a substitute clerk is compelled to study schemes and put up a case examination the same as a regular clerk on his own time, consuming about two hours each day, and therefore has very little time for recreation, etc., and is also expected to fill in at a moment's notice when a regular clerk is sick or compensating for work performed on Sunday or holiday.

Here should be found a way where a substitute clerk would be allowed at least one hour per day (while on tour of duty) to study schemes and not be compelled to study while on recreation.

The majority of the substitutes are compelled to live in the cheap rent districts and consume from one to one and one-half hours of their time coming and going to and from their tours of duty and they are also compelled to wait until such time as the supervisor or foreman in charge puts them to work, being in the building at least 10 hours to work 6½ hours.

In conclusion we beg to state that a substitute is compelled to save a few dimes now and then to buy clothes for themselves and family, not to say anything about shoes which we are compelled to have patched, etc., as the salary that a substitute earns hardly buys the bare necessities of life and pay our car fare to and from our tours of duty.

Gentlemen of the committee we all join in praying that you will see fit to make a recommendation for our betterment in salaries and working condition in the Postal Service hereafter.

Respectfully submitted by all the substitutes of the Postal Service of the New Orleans post office.

SUPERVISORY EMPLOYEES, INCLUDING SPECIAL CLERKS IN FIRST AND SECOND-CLASS POST OFFICES.

STATEMENT OF MR. G. C. BURNSIDE, ASSISTANT POSTMASTER GULFPORT, MISS.

Mr. BURNSIDE. Gentlemen of the commission: The conditions in our office are similar to those in other offices, judging from several letters I have here. Although we are a first-class office, we only have eight clerks. My salary on the 1st of July would have been \$1,700, and because of the fact that we went to a first-class office, my salary went to \$1,800.

I have been in the service for 15 years, and up until about three years ago I was only drawing \$1,100. I have been assistant postmaster for a short time; and was acting postmaster for a few months. In an office of our size efficient service is practically up to the postmaster. We are a central accounting office, and also an office for distribution of supplies for four counties.

Senator MOSES. What are your receipts?

Mr. BURNSIDE. \$45,000.

Senator MOSES. The postmaster's salary is how much?

Mr. BURNSIDE. \$3,000.

Senator MOSES. On what basis would you fix the salary of the postmaster?

Mr. BURNSIDE. Under the old rule, with the postmaster's salary at three thousand, the assistant postmaster received half, or fifteen

hundred. Prior to the time salaries were increased, the assistant was receiving thirteen hundred and the postmaster twenty-seven hundred.

Senator MOSES. Do you think that was a satisfactory basis?

Mr. BURNSIDE. Take the salaries of the clerks in the office. They go to fifteen hundred and fifty, and during December there were three men drawing practically the same salary that I did. That was because of the fact that we had no substitutes and the men had to do overtime work. The amount of overtime they did, together with their salary, amounted to more than I was getting, and I went down at 7 o'clock in the morning and got through at 8 at night.

Senator MOSES. That is a condition that could not be remedied by law.

Mr. BURNSIDE. I had a salary of seventeen hundred and when the office went first class I was raised to eighteen hundred.

Mr. BELL. You are required to give a bond?

Mr. BURNSIDE. Oh, yes; \$3,000.

Referring back to the substitute carriers. We have had several examinations and no one has taken them. In November a carrier was sick for a day and in order to get the mail delivered I took the route out myself and then came back to the office and did my work.

Senator GAY. Mr. Burnside, your time has expired, and I congratulate Gulfport in having an assistant postmaster who can do any of the work of that office.

The next is Mr. A. Z. McChesney, New Orleans.

STATEMENT OF MR. A. Z. MCCHESNEY, SUPERINTENDENT STATION B, NEW ORLEANS, LA.

Mr. MCCHESNEY. Gentlemen, this morning, in addressing you, I wish most emphatically to urge for consideration for the superintendents of stations, first, and then the supervisors as a whole. On being appointed a superintendent of a station you are isolated from any promotions or salary considerations whatever. These superintendents of stations are mere clerks; they are forced to take the working conditions of a clerk—practically the butt end of the work. That is, to make a successfully working station. A superintendent of a station works equal and greater time than his clerks. We ask that this overtime they have to work be eliminated, or, if it has to exist, that they be given the same consideration as the clerks with regard to pay for it. We ask also that we be paid for holiday service, or be given time off for it. We ask to be compensated for any Sunday work that we may be ordered to do. We also ask that the salary of the supervisor, who represents the postmaster as his first lieutenant be considered, and that he be paid as such; that there be a marked difference between the foremen and the special clerks. We also ask, when it comes to the carrier force, that the superintendent of a station be placed on a salary basis that will put them far above any carrier's salary or any clerk's salary, plus the overtime. We also ask, as superintendents of stations, that the stations be paid for with regard to the amount of work done; that the smaller, the larger and the intervening stations be paid according to the amount of work, finances, force of carriers and force of clerks, and we would ask again that you give us some

consideration with regard to sick leave. We also ask for a better vacation—a vacation of 30 days, so that we may recuperate from our strenuous labors. Fifteen days are absolutely nothing to the men. We ask these things in an earnest way and we ask for the things that we do because we are now isolated because of working conditions.

Mr. McChesney submitted the following brief:

BRIEF SUBMITTED BY MR. A. Z. M'CHESNEY.

It will be my purpose to be as brief as possible in presenting to you some facts why the salaries of supervisory employees should have your consideration, most especially superintendents of stations.

Superintendents of stations have been appointed to their office as select men, men best fitted to manage an entire post office, selected as a reward for good service. Here it has ended. Once appointed to the position as superintendent of station you are entirely isolated from any further promotion or salary consideration. The department has time and again refused any considerations whatsoever. A most unjust and unequal basis of calculation. Why not pay in proportion to the responsibility and work attached to an office? Most especially when an office has grown in leaps and bounds from a small to a large one.

There are three stations in New Orleans, La.; all of unequal size in work and responsibility, yet the salaries are just equal. A most unfair condition. Within these stations the superintendents are compelled to work as clerks, taking the butt end of the work all of the time. This must be done to meet daily conditions, and to carry out orders received from the postmaster telling them that they will be held personally responsible for any failures, etc. These same supervisors work overtime with the working force of clerks, work on holidays, and even on Sunday, if so ordered. They are not paid 1 cent for this time, nor given time off, nor even allowed the privilege of a few hours off duty as the condition may arise, a most unjust and unequal condition to exist within our office.

A subhelper, a service without any responsibility, an unqualified service, simply a helper, is paid at the rate of 60 cents per hour. These subs generally work from 8 to 11 hours per day. Paid at the rate of \$170 per month and over, while we as supervisors are paid at the rate of \$160 per month. The very smallest worker is paid more than the highest and most responsible worker. Then again, supervisors are forced to work as long a detail as foremen and special clerks. These special clerks generally have but a single duty and actually no responsibility whatsoever. Special clerks are paid for all overtime and given time off Sunday and holidays. Rather a strange state of equal treatment. Why not pay the supervisor the same for a like work? Supervisors' salaries are entirely too small and out of proportion to the salary of foremen and special clerks. Pay us as we stand. Pay us as superintendents, qualified men, men who represent the very head of our office—the postmaster. We are his first lieutenants of the service, therefore pay us as such. Above all pay us so there will be a marked difference in the pay of a supervisor over that of a carrier. Discipline alone requires this. The overtime plus salary paid to some carriers working under supervisors who work over and with them all through these long hours of overtime, is far and above any of the supervisors, paying as much as \$140 and over per half pay. No supervisor receives any such consideration. It should not be allowed to exist. Pay us for all overtime. Pay us in time or money for holiday and Sunday work. Give us an equal vacation of 30 days as in all other departments of the United States Government. Give us a sick leave, so when illness overtakes us we will know and feel that we are not losing our very existence by being sick. It is granted in other departments, why not in the post office, where the force is called upon to give the very limit of endurance? Do not hold us without consideration as has been done. We, as supervisors of the stations, are a part of the whole post office, surely not isolated by work. We fill a position that requires as much diplomatic and executive ability and a thorough knowledge of all postal laws and regulations as any postmaster, for we are virtually a postmaster without the title or power and a lesser amount of responsibility.

Let us be equally paid, equally worked, and not isolated from any future promotions just because we are a supervisor. By the grace of God may you see this and see that all conditions are made equal.

STATEMENT OF MR. P. E. SPREEN, SPECIAL CLERK, NEW ORLEANS, LA.

Mr. SPREEN. Gentlemen: While I represent the special clerks, I do not know just exactly where I stand. In the New Orleans post office the special clerk does exactly the same work as the ordinary clerk, and I have been drifting around, wondering whether I should be classed with the clerks or the supervisory officials. I feel that I am neither fish, flesh, nor fowl. That leads me to suggest that the position of special clerk be abolished. It is causing and has caused much discontent and dissatisfaction among the men, for the reason that it is felt that the proper men do not always get the promotions and increases in salary.

Concerning the distributors, there are two things I would like to touch upon, and they are night work and scheme study. I believe you gentlemen are desirous of making a proper reclassification of our salaries——

Senator MOSES (interposing). In order to save some of your time, might I say that this question of scheme study and night work has been taken up very fully at the other places?

Mr. SPREEN. I feel that a proper reclassification is almost impossible without taking into consideration scheme study and night work. Concerning a proper adjustment of night work, I would suggest that 45 minutes of night work be made the equivalent to eight hours day work. In regard to scheme study, I would suggest that time off be given in which to study schemes. I would suggest that the clerks be allowed one hour a day of the Government's time for as many days as is necessary in which to prepare for scheme examination. As it is, a man is not allowed any time at all, and frequently, because of sickness in the family or for other reasons, it is impossible to give the time necessary to master these schemes at home.

Senator MOSES. Assuming that allowance were given, and at the end of the period the man failed in his examination. What recourse has the Government, any?

Mr. SPREEN. That would be up to the Government to say whether he was fit to remain in the service or not. Personally, I do not think he would be fit if another man has to carry him along. The men who study at home are the men who do most of the work in a post office. He works 95 per cent of the overtime, performs almost all the night work, and works on Sundays and holidays, so that a triple imposition is placed on the clerk who studies on his own time, and without compensation therefor.

I would not suggest that a salary differential be given the distributor, for the reason that he nor the department would benefit therefrom until after a certain period of years. The department needs trained men now and it would be no inducement for a clerk to study in the beginning

During the past year 41 men have resigned, 14 of them substitutes, promising young men, men mentally fit to master schemes, but as soon as they learned they would have to study, they obtained other positions. During that time we lost 10 trained distributors, and the making of a trained distributor is hard work and requires much time.

My main suggestion, gentlemen, is to eliminate the special clerk, and, in order to induce the proper men to enter the service, make the entrance salary \$1,800 and allow time off for scheme study.

I have here an itemized list of my expenses for August. I was getting \$1,500, and it cost me \$118.41 to live. That included no shoes, no clothes, no pleasures, nothing but absolute necessities of life, and on that I base my belief that a man should begin with at least \$1,800 and be increased \$200 a year, his record justifying, until he reaches the maximum of \$2,400.

STATEMENT OF MR. P. S. AUGUSTIN, NEW ORLEANS, LA.

Mr. AUGUSTIN. Gentlemen: I represent the Finance Division. I cover in my brief the receipts of the fiscal years 1917-18 and 1918-19, showing a comparison of 1917, 1918, and 1919, and the last two months of this year as compared with last year.

We have 282 clerks, 27 supervisors, 32 special clerks. The receipts for the last year, the fiscal year of 1918, amounted to \$1,600,000, in round figures; for the fiscal year of 1919, it was something like \$1,900,000. The receipts for the last two quarters of 1918, as compared with the last six months of this year—although the postage was 3 cents last year (1918)—show that we are over \$65,000 ahead in the receipts.

Mr. STEENERSON. What percentage of increase does that represent?

Mr. AUGUSTIN. Over 6 per cent over the corresponding period for last year, when postage was 3 cents as against 2 cents now. The receipts of December last year, as compared with December of this year, show that this year we are \$76,000 ahead.

Mr. STEENERSON. That would be nearly 8 per cent?

Mr. AUGUSTIN. Showing that the New Orleans post office is forging ahead. In my brief you will be able to see the disparity in salaries. There is one clerk in the office, whose stock of stamps, etc., amounts to only \$1,000, and his salary is \$1,600, while the assistant chief stamp clerk, with a stock of \$20,000, receives \$1,500.

Senator MOSES. Is there any disparity in the bond?

Mr. AUGUSTIN. One gives ten thousand (the assistant chief stamp clerk) and the other a thousand.

Senator MOSES. And the one who gives a thousand gets more salary?

Mr. AUGUSTIN. Yes. You will notice also the assistant in the money-order division, a man who has in his possession over a million dollars worth of certificates and who pays out and receives more than \$200,000 annually, receives as compensation only \$1,600 (basic salary).

Senator MOSES. Does that brief suggest a remedy?

Mr. AUGUSTIN. The only thing that I can suggest is that the salaries of the clerks in the finance division who are responsible for large amounts of money should be made somewhat above the other clerks who do not handle money. I think that the distributors and all clerks are entitled to increased salaries, but more so in the finance division where the whole thing depends on the proper handling of money and the proper making of reports.

Mr. BELL. How long have you been in the service?

Mr. AUGUSTIN. Thirty-five years.

Mr. BELL. What is your basic salary?

Mr. AUGUSTIN. Eighteen hundred, and two hundred bonus additional, and then the hundred and twenty-five.

Mr. BELL. How large a family have you?

Mr. AUGUSTIN. A wife and two sisters under my care, and a boy. I was appointed finance clerk in 1906 and never received an increase until 1917. I received no increase in eleven years, although my responsibilities were increased considerably under the two-division plan, and then, only \$100 per annum.

(NOTE.—The statistics in detail of the business of the New Orleans office, submitted by Mr. Augustin are on file with the commission.)

STATEMENT OF MR. JOS. A. VULLIET, ASSISTANT SUPERINTENDENT OF MAILS, NEW ORLEANS, LA.

Mr. VULLIET. Gentlemen, I presume you have had the high cost of living and all these other matters brought before you until you have had a surfeit. I think the best way to illustrate the position of the supervisor is to take my own case. I hope you will pardon me if it is not well placed, and, it will not take long.

In 1889 I was appointed a substitute. A few short weeks after I was appointed a regular. I have worked up through every grade in the post office. I have studied and worked and fought tooth and nail for every promotion and have at last arrived, through every intermediate stage, to the position of assistant superintendent of mails at a salary of \$1,700. My bonus brings this up to \$2,025 per annum. There is a deficit every year of \$300, as it costs me \$2,300 to live. This deficit I have made up by outside employment and the fact that within the last few months, my young daughter has become a wage earner. Gentlemen, it is not right that a supervisory employee should be placed in a position where he receives less than the supervised employee?

I know that there are clerks and substitute clerks and carriers who receive more than I do, through overtime, etc. This is not an incentive for any subordinate, to strive for promotion or to make the service his life work, as he readily understands that his financial condition would suffer if he avails himself of the opportunity to rise. I have made the post office a life study, and have given all my time to the service, with somewhat the feeling that actuated the soldier of the great Corsican: Promotion for merit was ever before me.

I believe, gentlemen, it is necessary to make the entrance examinations higher; it is also necessary to make the service more attractive so as to appeal to the better class of applicants. They therefore, should receive more, with opportunities for promotion. The supervisor's position in life is higher; through responsibility, he has more to contend with. The work is arduous; there is the night work. We have to contend with that. I have had fourteen years of it. The study is hard, but it is necessary, and I believe that the men should have time off for that study. Most craftsmen have to go through a period of study. The post-office clerk is in the same position, and I think that the salary should be commensurate. I want to read a suggestion embodied in the last paragraph of my brief. I do not wish anybody to take offense at it, but the supervisory employee must do things for the benefit of the service.

I would therefore suggest that the physical and the mental examination of the entrant into the service be made more rigorous, that the clerk or the carrier be appointed on an equal footing, and that their salaries should automatically rise on the completion of the first and of the second year; that there, as the work of the carrier requires no study, his promotion should cease, but that he be permitted on request to transfer to clerk after he has qualified. After the second year, and each year for three years, the clerk should be promoted for merit, the merit to be decided by taking the best clerk in each grade as a standard, and the written recommendation of his immediate superiors. From those clerks who have attained the highest grade, two sets of special clerks should be selected and paid accordingly, the first to be those who possess exceptional ability, but no executive ability; the second, those who possess both. The higher grades of supervisors should also be divided, the lowest to receive \$200 more than the highest special clerk. These grades should embrace salaries ranging between means \$400 apart, and be separated grade from grade by \$200. Foremen and assistant cashiers to be in the first, assistant superintendents and bookkeepers in the second, cashiers in the third, and, assistant postmasters, superintendents of finance, and superintendents of mail in the fourth. Superintendents of stations could be rated with foremen, or with assistant superintendents of mail according to the business performed or transacted. The different positions would then carry the necessary weight, and it would then be possible for the recipients to live accordingly. The service would then retain its best material, and the standard raised to a higher level.

Gentlemen, that is all I have to say.

Mr. Vulliet's brief follows:

BRIEF SUBMITTED BY MR. J. A. VULLIET.

In presenting before your honorable body the claim for a reclassification of the salaries paid the supervisors of the post office at New Orleans, La., I do not wish to burden you with a mass of statistical data of which you no doubt have a surfeit. Besides, the regulations and rules which govern other offices of like class obtain here, and the information sought does not seem to lie along these lines, but rather to be: "Does the post-office employee receive an adequate wage for his services?" "Is his remuneration such as to render him free from debt?" "If it is, can he spare sufficient to make provision for the future?" "When promoted for merit, can he improve his mode of living and enjoy the relaxations which belong to him by right of long and faithful duty?"

In 1889, 30 years ago, some of the salaries now paid supervisory officials were adopted by law. The postmaster was to receive a salary according to the receipts of his office, but not more than \$6,000 per annum. His assistant postmaster and the superintendent of mails were to receive each a percentage based on his salary. The other supervisors generally received the lesser mean accorded their grade, which, in the case of the assistant superintendent of mails, amounted to \$1,200 per annum. Then the remuneration of the clerks began, ran on down the line to \$300 per annum, \$25 per month.

We were all young then, among the first products of the civil service, and were filled with the illusions inherent to our youth. Few of us were married or held family responsibilities. We generally lived with our father and mother, who were more than willing to assist us in building up a career which seemed so promising. As time passed, however, the truth began to dawn upon many, and they turned aside. With us who remained the love of the service had laid its influence, and we were ever with the hope that Congress would awaken to the fact that its underpaid employees in the Post Office Department were working 10 and 12 hours in each 24 (there were no off Sundays) toward the upbuilding of their vast machine, and would reward them in such a manner as to preclude the possibility of indigency when the sere side of life began.

Gentlemen, I admit that a sincere effort has been made to remedy these conditions in the lower grades, and I believe that the clerks and carriers would be entirely satisfied if it were not for one thing. In the days above mentioned and long afterwards you could eat an excellent lunch or dinner at from 15 to 50 cents, buy a very good pair of shoes for \$1.50, a suit of clothes as low as \$8, fair board at \$3.50 per week, or rent a house of three rooms as cheap as \$8 per month. Now, however, the lunch or dinner is poor at 40 cents or \$1, the shoes cost \$6 up, the suit is very inferior at \$30, the board of the same quality is above \$9, and you can not rent a house for love or money. Again, eggs used to be 10 and 15 cents the dozen, good butter as low as 20 and 25 cents the pound, and you could purchase sugar 26 pounds for \$1. Where can you now procure these staple articles for less than from 400 to 600 per cent over these original values?

Craftsmen then received from \$60 to \$90 per month (a higher wage than the clerk and carrier). Now they receive \$1 per hour, and often double this amount in overtime and holidays. Under these circumstances can you blame the effort to prevent reverting to conditions which existed years ago and which even now with the temporary bonuses which have been granted makes it extremely difficult to make ends meet.

In placing the status of the supervisor, it is essential that the compensation paid and the work performed by the lower grades be taken into consideration, for it is from this body that the supervisor is selected, and of necessity his salary should keep pace with his advancement and added responsibilities. His course of training has been in the ranks, and his promotion from the ranks should prove that he is the superior clerk.

To effect delivery of local mail, the city has been divided into zones or districts, each of which is served by one or more carriers. The clerks who distribute this mail must study and memorize from books prepared for that purpose all of the residences by number in each zone or district and should give to each carrier the mail for his zone or district only; otherwise the mail is delayed. The carrier then arranges it in rotation as served, from the beginning to the end of his route or itinerary. The clerk should also distribute the mail intended for box delivery, and he must keep up with all changes. These changes are very numerous and occur from day to day. To effect dispatch of mail intended for other post offices in the United States and foreign countries, in the case of letter mail it is first faced, postmarked, and then separated to States. Then the States which require minute treatment and which are located adjacent to the State from which the mail is forwarded are respectively taken up for distribution (separation). The clerks who perform this task must study and memorize from books prepared for that purpose the name and location of each office in a particular State and the railroad or railroads from which it is supplied.

If this supply is from more than one source, he should know over which road it first arrives and also know that this routing changes from hour to hour. He obtains this from his further study of railroad schedules. As he becomes proficient more States are added to his curriculum until he has memorized at least three. There have been instances where five have been taken up. Clerks who perform this distribution of local mail or that for outside points undergo frequent examinations on their different subjects. They have not the time to study in the office but must do so at home in their off hours. Their hours of duty change from day to night, but the mail is deposited so late in the evening as to preclude the possibility of leaving the office before 8 o'clock p. m. This applies to practically 80 per cent of them. In the years that it takes to build up this knowledge these same employees learn to decide the difficult rulings, etc., as laid down by the postal laws and regulations. They also perform much manual labor in connection with working paper and package mail. They should be trustworthy, honest, and obey all rules. It is from this melting pot that the supervisor is made. Is he not worthy?

The receipts and the business of the office, as well as the expenditures for clerical, carrier, labor, and wagon hire, are under the direct control of the supervisors. A large saving in the cost of operation is only made possible through the efficiency acquired in the severe school of their past training. This training shows them when it is possible to effect a saving by taking over work performed by the Railway Mail Service, and when it is advantageous to relinquish it to the same service. It also permits them to aid the department to improve its vast and complex machine. The government of the movement of mail is in their hands. What loss in revenue and proficiency could not be incurred through their ignorance. Having actually done the work, they know the capabilities of their subordinates. How to keep up the high standard at the least cost, and above all to be humane and just to those who look to them for instruction and guidance. And for this what is their recompense? Gentlemen, in this office 85 per cent of them receive less than some of the substitute clerks. Is this proper? Is it fair?

As has often been demonstrated in no matter what profession or line of work, a man improves with application and practice. If he rises to eminence through the perfection he has attained, he enhances in value. He then capitalizes this knowledge or ability, and it becomes his stock in trade. In the commercial world he easily finds a market for what he has to offer. On the other hand, take that semiprofessional employee in the post office, the supervisor. What does his fund of knowledge and the experience he has gained in years of service amount to? Where can he sell his wares? It would be the height of folly for him to expect even an equivalent position in the commercial world. Is it justice to place him in this situation after he has devoted the best and most productive years of his life toward the upbuilding of the service? Has he not reached the stage where he can relax, and become an attractive beacon for those below who wish to attain his position? At present, what benefit is there to

be a supervisor, when the clerk's salary rivals his own? I know of several instances where promotions were declined for this very reason.

I would therefore suggest that the physical and the mental examination of the entrant into the service be made more rigorous. That the clerk or the carrier be appointed on an equal footing, and that their salaries should automatically rise on the completion of the first and of the second year. That there, as the work of the carrier requires no study, his promotion should cease, but that he be permitted on request to transfer to clerk after he has qualified. After the second year, and each year for three years, the clerk should be promoted for merit. The merit to be decided by taking the best clerk in each grade as a standard, and the written recommendations of his immediate superiors. From those clerks who have attained the highest grades two sets of special clerks should be selected and paid accordingly. The first to be those who possess exceptional ability, but no executive force. The second, those who possess both. The higher grades of supervisors should also be divided, the lowest to receive \$200 more than the highest special clerk. These grades should embrace salaries ranging between means \$400 apart, and be separated grade from grade by \$200. Foremen and assistant cashiers to be in the first. Assistant superintendents and bookkeepers in the second. Cashiers in the third, and, assistant postmasters (superintendents of finance) and superintendents of mail in the fourth. Superintendents of stations could be rated with foremen, or with assistant superintendents of mail, according to the business performed or transacted. The different positions would then carry the necessary weight, and it would then be possible for the recipients to live accordingly. The service would then retain its best material, and the standard raised to a higher level.

I trust that this will be accepted as a frank statement, and that the result of the inquiry will prove favorable.

BRIEF SUBMITTED BY MR. CARL T. REISNER, OF WACO, TEX.

The special clerks in the Waco, Tex., post office, desire to file the following brief for your very earnest attention and consideration.

Special clerks are recognized as the experts of the Postal Service; that every one of them have an envious record for faithfulness and devotion to duty, and invariable are clerks in charge or at the head of departments. We believe that these special clerks in first-class offices should be designated as supervisory employees, such as chief mailing clerk or foreman, chief distributing clerk or foreman, chief register clerk, chief stamp clerk, etc., and we believe that they should receive supervisory salaries of \$100 and \$200 in advance of special clerks.

We wish to call your attention especially to the mailing and distributing divisions in first-class offices where the clerk in charge has several men under him, special clerks in his department receive the same salary as he does under the present law and interpretation. We believe that a clerk in charge of the mailing division in a first-class post office should be given the same consideration as a clerk in charge of a railway post office; therefore we respectfully urge the commission to give this important matter dealing with special clerks your very earnest and just consideration in the reclassification and readjustment of our salaries.

In view of the high cost of living, we believe that the salaries of special clerks should be \$2,400 and \$2,500, or \$100 and \$200 in advance of post-office clerks, and that special clerks in charge of divisions or departments shall be designated as supervisors, as mentioned in paragraph 2 of this brief, and shall receive a salary of \$100 and \$200 in advance of special clerks.

For your careful consideration and adjustment.

RAILWAY POSTAL CLERKS.

STATEMENT OF MR. GEORGE SEFEROVICH, NEW ORLEANS, LA.

Mr. SEFEROVICH. Gentlemen of the commission, I would request that the brief filed with your body some time back, by myself and associates, by mail, copies of which have been furnished you, be made a part of this hearing.

Senator MOSES. Is that the printed brief that was filed in Atlanta?

Mr. SEFEROVICH. This was filed with the individual members

...the law of 1912 a clerk in the Railway Mail Service could advance more than one grade in a year, but the law of 1912 is such that only one promotion is permitted in a year. I think it should be possible for a clerk to get two or three promotions a year, if he is put on a route and meets the requirements and his work is satisfactory. I think he is entitled to promotions in such a case. Under the law it is a hardship. The law of 1912 made it so that the maximum salary of clerk in charge could only be reached after three years of service as clerk in charge. It is no inducement for a man to work. Since living conditions are continually mounting, the average salary right here in New Orleans to-day is \$1,741.44.

Mr. BELL. That includes substitutes?

Mr. SEFEROVICH. No; it does not. It takes in 144 regular posts and includes bonuses up to date. Men with dependents find it hard to meet expenses. According to the statistics of the Bureau of Labor

it requires \$2,260 a year for a health and decency budget for an average family of five. I have a wife and three children and have had a hard time for the past three years. We are not permitted to engage in any business outside of the service. In some cases men have attempted to do so and have been asked to discontinue this outside work. A clerk can not be efficient if he discontinues his studies. Expeditionary service would be impossible, and that is the function of the Railway Mail Service—to distribute the mail while the trains are in motion.

The life is irregular; the very nature of the work takes a man away from his home one-half of his life. By postal regulations and circumstances he is barred from taking part in any civic affairs; he is isolated from his fellowmen. When we get to a junction point the train crew get out and enjoy a warm lunch; the postal clerk must remain in the car, because he gets mail from that junction point and has to work on it. The work is hard and the hours irregular.

Senator GAY. How long a run do you make?

Mr. SEFEROVICH. From New Orleans to Alexandria, 194.43 miles. Prior to 1917 the run was from New Orleans to Marshall, 360 miles, but it was too long and the department reduced it. It meant 20 hours on duty, and it was reduced. It necessitated some men moving from New Orleans to Marshall. We are better satisfied with the short runs; it means more hours off duty.

I think there should be no distinction whether there is one man in a car or two or more, except as to designation of clerk in charge. The responsibility is not so great when there are three or four or more in a car together. When there is a one-man run; he has to distribute the mail and do all the work.

Another reason for dissatisfaction is that we have not fixed a standard of hours of service. Our hours of service are so flexible, so elastic. It is but natural for employees to become dissatisfied when they perform service in excess of their scheduled hours, when the number of hours varies and there is no extra compensation paid. I think we should have a fixed standard of hours of service.

Mr. BELL. Each day?

Mr. SEFEROVICH. What would constitute a day's work, based on hours and mileage. The mileage would take care of the fast trains, and the hours would take care of the slow ones. I think that is necessary. It is the accepted theory in the railroad world when an employee completes service equal to the standard that he had met the requirements, that when he performs work in excess of that standard he should receive compensation for it. Trains run late and we are not given proper consideration for the extra time, also the time that it necessitates in getting off duty at the end of the run. Then he has the home work; the study of schemes and schedules and weekly correcting of same, the verifying of his registered-mail receipts with his dispatch book, the preparing of labels for his next tour, and correspondence pertaining to service performed.

Senator MOSES. He has time off to do that, hasn't he?

Mr. SEFEROVICH. His schedule calls for a daily average of six hours and forty-five minutes road service. We are not given any credit for holidays. On Class C trains the organization is such that clerks are required to perform daily, except Sundays, approximately 6 hours and 45 minutes road service. From that up to eight hours it

is admitted is for home work. On B runs it is seven hours. There is a distinction. More service and less salary. Above that, whatever there is is credited with home work. It is acknowledged that it is necessary. The road requirements are 6 hours and 45 minutes on C runs, seven on B, and 7 hours and 30 minutes on A, and above that up to eight hours is home work, preparing for case examinations, which come continually at certain intervals and must be made with great accuracy—98 per cent and 95 per cent on postal rules and regulations. We must know correct answers to 513 questions. One of these postal laws and regulations examinations is held annually for 10 consecutive years, and after that one every three years. These case examinations are held at frequent intervals. On some runs we have clerks who make 11 different case examinations every three years. A clerk must be conversant with the space system of pay to railroad companies.

Senator MOSES. You have two minutes more.

Mr. SEFEROVICH. What we request is an adequate salary for the caliber of men the service requires. The entrance requirements have been lowered recently. We do not appreciate that very much. Let us have adequate salaries commensurate with the service performed and a single classification with five grades and a clerk in charge, as well as some standard of hours of service. At present we have not a proper standard. We get no pay for overtime; trains run late, and that is our hard luck. All trainmen receive pay for overtime, but we lose our own private time.

The brief referred to by Mr. Seferovich follows:

BRIEF SUBMITTED BY MR. GEORGE SEFEROVICH ET AL.

Whereas the Sixty-fifth Congress deemed it advisable to create your honorable body for the purpose of ascertaining facts regarding postal salaries, and has charged you with the duty of reclassifying and readjusting such salaries on an equitable basis.

We, the committee representing railway postal clerks of the twelfth division, district No. 1, New Orleans, La., submit the following compilation of facts pertaining to our work and compensation as employees of the Railway Mail Service, with a view of assisting your honorable body in arriving at a just conclusion.

WALTER J. FLOTTE,
R. G. CAMPBELL,
GEORGE SEFEROVICH,
Committee.

Subject 1—Functions of the Railway Mail Service.—The functions of the Railway Mail Service consist of the custody, care, handling, and proper routing of 90 per cent of the country's mail, and the distribution of approximately 75 per cent of this mail en route while trains are in motion.

Subject 2—Organization (supervisory).—The Railway Mail Service is under the Bureau of the Second Assistant Postmaster General. To carry on the organization of the Railway Mail Service it is necessary to maintain a supervisory force of 1 general superintendent, 1 assistant general superintendent, 15 division superintendents, an equal number of assistant division superintendents, and about 132 chief clerks and assistants.

A superintendent is in charge of each division, with headquarters located at important centers. Such additional supervisory officials and clerks as are necessary are assigned under the jurisdiction of each superintendent.

Chief clerks of Railway Mail Service are located at important centers (132), and have supervision over one or more railway post-office lines constituting a district. Such additional clerks as are necessary are assigned to his office.

Subject 3—Entrance requirements.—A copy of the application used by applicants for civil-service examination (Form 304) I wish to direct your attention to, as evidence of the rigid requirements for entrance into the Railway Mail Service. Certificate of physician, which is part of this application, requires the applicant to be both healthy

and robust, and he must submit himself for examination by the physician divested of clothing. This medical examination is as rigid as for the Army or Navy.

A copy of educational requirements showing subjects upon which applicants are examined is also on file with the commission.

Subject 4—Road service.—The custody, care, handling, and proper routing of 90 per cent of the country's mail and the distribution of approximately 75 per cent of this mail en route, while trains are in motion, devolves upon railway postal clerks. This duty is performed in railway postal cars, officially known as railway post offices, and in what is known as terminal railway post offices. Expeditious service to the public would be impossible without distribution in railway postal cars while trains are in motion. Letter mail is distributed in letter cases provided in these cars, the separations required varying in accordance with size of cars, as follows:

156 separations in a 15-foot car.

312 separations in a 30-foot car.

696 separations in a 60-foot car.

These separations provide space for making up into packages all letter mail for each local post office; packages for such other offices as quantity justifies; packages for distribution at other post offices; packages for connecting and distant lines, divided on junction points in accordance with current train schedules; and States packages as the particular distribution performed may warrant.

Second, third, and fourth class matter is assorted in sacks hung on racks provided for that purpose; large stationary overhead boxes are also used for distribution of this class of mail.

The number of such separations varies with the size of the car, as follows:

46 in a 15-foot car.

114 in a 30-foot car.

234 in a 60-foot car.

Clerks handling registered matter issue and obtain receipts for all registers passing through their hands and are personally held responsible for loss occurring through their errors or disregard of postal regulations. In handling registered matter record is made of registration number and office of origin.

Mail catcher and cranes are used for the purpose of exchanging mails between post offices and railway post offices when trains do not stop at the station. This feature requires care in delivery and receipt to prevent damage to mails and equipment and injury to person.

Railway postal clerks visit depot letter boxes and remove therefrom all matter for dispatch via their respective routes.

Railway postal clerks accept from the public all mail matter, except that of the fourth class, in excess of four ounces; all matter in penalty envelopes or bearing the frank of any person entitled thereto by law; soldiers' and sailors' letters unpaid when duly certified; and matter of the first class upon which the stamps are canceled when readdressed for forwarding.

They receive newspapers and periodicals direct from publishers when accompanied with certificate from postmaster at office of publication certifying that postage has been paid.

Clerks in charge—whether in charge of a crew or on a one-man run—are required to have on hand, at their own expense, a supply of 1 cent and 2 cent postage stamps for the accommodation of the public at the car, and such stamps are sold at face value.

Railway postal clerks are required to exercise extreme care in the handling of parcel post matter, especially special delivery, fragile, and perishable matter.

Railway postal clerks also distribute en route letter mail for large cities, to carrier routes, post-office stations, and post-office box holders. This distribution en route prior to arrival in a city advances the delivery to addresses four to five hours.

Their duties are outlined and allotted so their entire time is generally occupied in the distribution of mail in the cars.

Subject 5—Duties of clerks in charge.—Where two or more railway postal clerks are assigned to duty in a crew, one is designated as clerk in charge. He has charge of the car or cars; is accountable for all property belonging to or pertaining thereto; requires each clerk of his crew to comply with all instructions, regulations, and orders relating to the service; has to make all reports; sees that all mails are properly made up and dispatched; special care given to local exchanges; sees that registered matter is carefully handled and safeguarded; and that the clerks use their utmost endeavor to complete the distribution en route.

The remaining clerks are required to obey the orders of the clerk in charge, when given within his authority.

Correspondence relative to service performed by the crew, when practicable, is forwarded to the clerk in charge for attention and report. In addition to the supervisory duties required of him in the handling of his crew, he also performs distribution.

When a greater amount of mail is received than can be accommodated in regular authorized space, the clerk in charge must, when no transfer clerk is on duty, make request of railroad company for such additional units of space as will be necessary to accommodate same.

Subject 6—Duties of distributors.—Clerks below the clerk in charge in the same car are termed distributors. They make exchanges at local stations; lock and open pouches; pile and store mail received; are held responsible for the storage mail dispatched out of postal cars; witness the dispatch of registered matter; and properly dispose of surplus and damaged equipment.

In the absence of a clerk in charge from his run, a distributor is assigned as clerk in charge, but he never receives the salary of the assignment.

Subject 7—Duties of one-man run.—On runs where only one clerk is assigned to the car he performs all distribution and duties required of a clerk in charge and distributor combined.

Subject 8—Terminal and transfer service.—Terminal railway post offices are established generally at railroad terminals where mails can be advantageously assembled and distributed without material delay in having it reach its proper destination. The primary object of the terminal system was the distribution of parcel post mails, but this service has subsequently expanded to cover other classes of mail. The forces at a terminal railway post office may include the transfer clerks employed to supervise the handling of the mails or to transfer registered matter, and such other clerks as may be necessary.

Subject 9—Transfer clerks.—Transfer clerks are assigned at large railroad centers. They supervise the handling and transfer of mails where they are stationed; inform themselves thoroughly relative to the routes over which mails that are handled at that point should pass; keep themselves correctly informed as to the hour of arrival and departure of all trains upon which mail is carried; and issue excess space requests when the flow of mail exceeds the carrying capacity of the authorized space. They carefully observe the manner of performance of mail-wagon service and the handling of mails by railroad employees. They are examined from time to time concerning their knowledge of the current titles and numbers of trains arriving at and departing from their stations, the mails to be transferred, the correct terminal of routes, connections as shown in the current schedules of mail trains, postal laws and regulations applicable to the Railway Mail Service, regulations concerning method of requesting excess space for overflow mail, and orders relating to the service.

Subject 10—Substitutes.—After 313 days actual service, a substitute is appointed as an unassigned clerk at grade 1, \$1,100, for services actually performed. He then has to serve one year additional in that grade before he is eligible for promotion to grade 2, \$1,200.

Substitutes and unassigned clerks are paid for actual services performed, until they are given regular or permanent appointments.

A substitute is required to commit to memory and be prepared to stand a written examination on 75 questions of Postal Laws and Regulations applicable to the Railway Mail Service, within 30 days after qualifying for service. This examination must be 95 per cent correct to be satisfactory.

He must prepare for examination on location of 600 to 1,000 post offices and post-office routes on which located; junction post offices and schedules of mail-train connections, within 90 days after qualifying for service, with an accuracy of 98 per cent to be satisfactory, and a speed of 25 cards—on which the names of post offices are written—per minute, to be satisfactory. Substitutes are required to pass satisfactorily one or more examinations covering at least 800 offices during each six-months period. These substitutes familiarize themselves with actual work by traveling in mail cars with regular crews for instructions, and receive pay only when actually employed, vice regular clerks absent, or in vacancies. This causes severe hardships on very able men, who may have dependents, as remuneration is often not sufficient to cover living costs.

These entrance conditions are not appealing to well-qualified persons who are desirous of entering the service, and often cause new appointees to resign.

Substitutes are required to devote their entire time to study so as to acquire a technical knowledge of postal work.

Subject 11—Training and study.—At least three years of Railway Mail Service studies and work is necessary before a clerk becomes thoroughly proficient. All clerks are required to undergo examinations at frequent intervals, continually.

These examinations are made by casing individual cards (from 600 to 1,000), one for each post office comprising the examination, into a given number of separations (average 70), representing post-office routes and separations. These cards must be cased at a rate of 25 per minute, and the examination must be 98 per cent correct to be satisfactory. In an examination of 1,000 cards, the miscasing of 21 would not be satisfactory and would result in disciplinary action.

In connection with these card-examinations, clerks are also examined on their knowledge of mail-train schedule connections. This examination, to be satisfactory, must be 95 per cent correct. The number of cards in an examination and the knowledge of connections varies according to the clerk's distribution.

Regular clerks are required to review their whole study requirements every three years.

Examination on Postal Laws and Regulations, applicable to the Railway Mail Service, consists of a knowledge of correct answers to 513 questions. This examination is required yearly of regular clerks and must be made with an accuracy of 95 per cent to be satisfactory.

Clerks are also required to be conversant with all special and general orders relating to the conduct of the service and proper dispatch of mails issued by supervisory officials.

Since the adoption of the space system of railway mail pay to transportation companies, clerks in charge must familiarize themselves and are frequently examined on space system of pay to railroad companies.

Subject 12—Home study and home work.—The studies outlined in subject 11 are prepared during lay-off periods. In addition to these studies, the weekly correcting of distributing schemes and railway schedules in accordance with weekly published bulletins, termed "General Orders," issued by division superintendents, is also performed on lay-off periods.

Clerks also have to prepare on lay-off periods labels for pouches and sacks and address labels for packages of letters that are to be used for their next trip. All of these labels must bear the clerk's name, scheduled date of commencing run, the official title of the railway post office, as designated by the department; train number in which made up—this in order to place responsibility in case of errors in distribution—and must also bear the official title of the railway post office route with train number to which addressed and point of connection.

Receipts for registered matter handled on road tours of duty are checked up on lay-off periods, to ascertain acknowledgment and proper receipt.

Monthly reports are also made up on lay-off periods at the expiration of each month.

Irregularities pertaining to work performed as well as suggested improvements in work are taken up by supervisory officials through correspondence with clerks concerned during lay-off periods.

This lay-off period work is necessary for the good of the service.

Subject 13—Salaries limited to classification.—In accordance with established law (sec. 1549, Postal Laws and Regulations), the salaries of railway postal clerks are limited by classification of railway post offices, terminal railway post offices, and transfer offices.

The present law making appropriations for the Post Office Department for the fiscal year ending June 30, 1920, approved February 28, 1919, provides for the classification of railway post offices, terminal railway post offices, and transfer offices, with reference to their character and importance, into three classes, with maximum salary grades as follows:

	Distribu- tors.	Clerks in charge.
Class A:		
Grade 5.....	\$1,500	
Grade 7.....		\$1,700
Class B:		
Grade 6.....	1,600	
Grade 8.....		1,800
Class C:		
Grade 8.....	1,800	
Grade 9.....		1,900
Grade 10.....		2,000

Salary grades for the current fiscal year are as follows:

Grade 1.....	\$1,100	Grade 6.....	\$1,600
Grade 2.....	1,200	Grade 7.....	1,700
Grade 3.....	1,300	Grade 8.....	1,800
Grade 4.....	1,400	Grade 9.....	1,900
Grade 5.....	1,500	Grade 10.....	2,000

We believe this system of classification to be inequitable, and recommend only one classification for all lines and assignments. Although the duties in different classes are similar, compensation is not based on the work performed. Responsi-

bility is as great in a class A as that of a class C run, and oftentimes the work to be performed will require more physical force; still, the salary is not equal. The same conditions will apply to class B runs. The number of case examinations required is used more as a determining factor in the present classification of runs than the duties performed.

For instance, distributors in class C runs receive the same salary as class B clerks in charge, and they also receive a higher salary than class A clerks who perform clerk in charge duties. The hours of duty also lack uniformity, as shown by the following standard, which is the maximum requirements for the different classes:

Class C, average hours approximately 6 hours 45 minutes.

Class B, average hours approximately 7 hours.

Class A, average hours approximately 7 hours 30 minutes.

It is understood that the difference between these hours of road duty and eight hours is the credit allowed for the necessary home work. This does not leave sufficient time for the proper performance of such duties as have to be performed in preparing for next tour. The hours of duty should be so regulated that clerks of the different assignments will be allowed full credit for the time necessarily spent in the preparation of examinations on distribution and other duties incidental to the assignment.

Subject 14—Living conditions.—Clerks in the Railway Mail Service are not permitted to engage in business outside the service; therefore their only means of support is derived from the salary received as an employee of the Railway Mail Service. The restrictions of employment when off duty are not in effect against other employees of the Post Office Department.

Present salaries are such that clerks with dependents find it hard to meet expenses.

Tours of road duty are strenuous, taxing every ounce of human energy; hours and meals are irregular, causing old age to come quickly.

In reference to the increased cost of living, the following is quoted from a report submitted by the Council of National Defense to the Secretary of War, and in turn submitted by him to Members of Congress:

"According to the latest published Monthly Labor Review, that of July, 1919, the average retail prices for 22 selected articles of food, which constitute from 35 to 45 per cent of the total expenditure of typical wage earning families, had increased on May 15, 1919, to 91 per cent (this is a simple price average; the weighted index number as shown later is considerably higher) above prices on May 15, 1913. The increase since May, 1918, was greater than for any year since 1913, except the year 1916 to 1917. The increase for the four years, 1913 to May 15, 1917, was 56 per cent. In the following year, May 15, 1917, to May 15, 1918, the increase over 1913 rose to 64 per cent and for the year 1918 to 1919 this percentage of increase rose from 64 per cent to 91 per cent as above stated. The average rate of increase for these 22 commodities from April 15 to May 15, 1919, was 2 per cent, a rate which if continued for 12 months would amount to a total increase of approximately 33 per cent during the current year.

* * * * *

"Index numbers of wholesale prices, as compiled by the Bureau of Labor Statistics, show that in June, 1919, the price of cloths and clothing had increased 150 per cent. The item of clothing amounts to about 15 to 20 per cent of the expenditure of the average wage earning family."

Rents in this vicinity have increased from 12 to 30 per cent.

Subject 15—Comparative and proposed salaries.—

Prevailing average wage standard of Railway Mail Service employees in 1913 was \$1.239.

Average per cent of increase in cost of living from year 1913 to year 1919, 91 per cent.

Salaries based upon 91 per cent over average salary of 1913, to be equitable, should be approximately \$2,500 per annum.

AVERAGE SALARIES IN YEAR 1919.

Road clerks:

Class A, \$1,356.56 per annum.

Class B, \$1,540.08 per annum.

Class C, \$1,708.41 per annum.

Terminal clerks:

Class A, \$1,271.16 per annum.

Class B, \$1,250.00 per annum.

Transfer clerks:

Class A, \$1,314.41 per annum.

Class B, \$1,453.33 per annum.

The salary of a railway postal clerk is considerably less than that of an employee of the railroad company in the same train. For instance, a baggageman of Illinois Central and Louisville & Nashville through trains out of New Orleans receives a salary of \$165 per month, and he earns \$190 to \$200 a month with overtime. Train baggage-men have not the responsibility, neither do their duties make a fair comparison with what is required of railway postal clerks.

The duties of railway postal clerks require much more ability, application, study, and a higher degree of intelligence and efficiency than railroad trainmen.

The following is the percentage increase in salary of train crews of passenger trains allowed since January 1, 1918, according to General Order 27, and supplements thereto, issued by the Director General of Railroads:

	Per cent.
Engineers.....	31½
Firemen.....	43½
Conductors.....	27½
Brakemen.....	39½
Flagmen.....	39½
Porters.....	53
Baggagemen.....	40½

As compared with the following percentage increase allowed railway postal clerks who had reached their maximum salary on July 1, 1918:

	Per cent.
Clerk in charge, class C.....	17
Distributor, class C.....	20
Clerk in charge, class B.....	20
Distributor, class B.....	23
Clerk in charge, class A.....	21
One-man run, class A.....	25

Railway postal clerks who had not reached their maximum salary on July 1, 1918, have been increased approximately 8 per cent. The above increases were allowed railway postal clerks after June 30, 1918.

We are of the opinion that a single classification of railway post offices, terminal railway post offices, and transfer offices, would be more equitable, and for a readjustment of salaries we propose the following salary scale:

	Per annum.
Substitutes.....	\$1, 700
Grade 1.....	1, 900
Grade 2.....	2, 000
Grade 3.....	2, 100
Grade 4.....	2, 300
Grade 5.....	2, 500
Clerks in charge.....	2, 800

STATEMENT OF MR. L. F. REYNOLDS, SAN ANTONIO, TEX.

Mr. REYNOLDS. Gentlemen, I have been in the Government service since I was 17 years of age. I have been in every assignment from substitute to acting chief clerk. I can vouch for the statements of my predecessor regarding the conditions in the mail service as being absolutely correct. In San Antonio the living conditions are practically the same, if not worse, than they are here. The salary is inadequate. Many of us are doing other work, which is contrary to the postal laws and regulations. Some of our wives are working. My wife, after having raised a family, is now working as a census enumerator. It is an absolute necessity. I am on the road 7 days out of 9, and am at home only 2 Sundays in 60 days, and 4½ nights out of a possible 9 days, while the general impression is that we are off duty one-half our time. It is constant work, and it is almost impossible for a man when he begins to age somewhat to keep up with the physical requirements necessary. A man has to be physically perfect to start on a run—the same as a soldier.

Regarding salaries, there is no question but that they are inadequate. In connection with the numerous grades and classifications, all men perform practically the same amount of service. Many in the lower classifications bear the entire responsibility, while in the higher classifications the clerks have the responsibility divided.

Senator MOSES. How long, in your opinion, would it take a new man to become a topnotcher?

Mr. REYNOLDS. Five years. It is conceded that it takes three years to make an efficient postal clerk. From an economical standpoint, if from no other, the salaries should be raised. The continual turnover of labor is costing the Government much money.

Mr. BELL. You stated you were with your family but 2 days in 60?

Mr. REYNOLDS. Sundays. I spend 2 Sundays at home in every 60 days. Men of experience and the older heads are of the opinion that a fair, reasonable salary would be the scale submitted by the past speaker; also that consideration should be given to men who have grown old in the service; that after so many years of service they should be allowed to take the lighter runs. As it is now, regardless of the years in the service, he has to compete with the younger men. He has to do the hard physical work. He can do the other work, but the physical work is what comes hard for him after a certain length of service, and for that reason it would appear that one classification would take care of the older men, and if there is such a thing as a light run, let them transfer to it.

Mr. BELL. You wouldn't have these transfers mandatory.

Mr. REYNOLDS. No. Let the transfers be optional with the clerk, consistent with the good of the service.

Mr. STEENERSON. They would all want the light runs, wouldn't they?

Mr. REYNOLDS. They would be for the older men.

Senator MOSES. Do you think a retirement law would help the situation?

Mr. REYNOLDS. It undoubtedly would, because a man entering the service to-day has just barely got an existence ahead of him, and, as it stands to-day, a man who sees old age coming on, the salary wouldn't justify laying any thing by for old age and maintenance, and for that reason a retirement measure would have a wonderful effect on the service. Many men will not come in for just that reason.

Another unfortunate thing in the Railway Mail Service is the present system of running the men. There are men who have been on the lines for 30 years that are performing helper service to substitutes. We have a case on our own line where men have been in the service 30 years and go out as a helper to a substitute with a few months' experience. These are local conditions, I believe, and they should be taken care of locally. That arrangement of running is evidently made in order to save the salary of one man. Where 10 men would have a reasonable run, 9 men are keeping up the service by performing services on their own trains and then doubling back as helpers the next day.

STATEMENT OF MR. CHARLES BRYAN, EL PASO, TEX.

Mr. BRYAN. Gentlemen, I come from a location that is peculiarly situated; a semidesert region, where all commodities have to be shipped a great distance and possibly living expenses are greater than at other points, and I wish to say that almost without exception the clerks in that district are not receiving enough salary to pay their actual expenses, and their wives and children have got to go out and help rustle for a living. We are making nothing but a bare living at the best and there is nothing left to afford pleasures or the other things that we feel we are entitled to, and without additional outside revenue we will have to quit. Within the past two years 10 men in our district have quit, and every one of them is making a much better salary than they did in the Railway Mail Service. I have been in the Railway Mail Service for 28 years, and while I have had my ups and downs I feel that I know the conditions at the present time. The work, as you know, is very strenuous. A simple illustration of that is that the younger men begin to wear glasses almost as soon as they start in.

Mr. BELL. How old are you?

Mr. BRYAN. Fifty-two.

Senator GAY. Do you believe in a reduction of grades, as outlined by the previous speakers?

Mr. BRYAN. Yes, sir. I would like to state that I am a class B clerk on a one-man run, and I, personally, feel that all men on runs of that character should be classed as clerks in charge. My work is exactly the same as one on a class C run. I handle the same amount of registers as they do. I have the same responsibility and I perform the same amount of distribution.

Mr. BELL. Your hours are as long?

Mr. BRYAN. My hours are as long. I am a little fortunate in having a run where I am home two days and nights and away two days and nights. Most all the other branches of the service, I believe, are allowed overtime. We are not. Within the past two weeks, gentlemen, I worked 34 hours without rest or without time off or for meals. I ate a cold luncheon and ate it as I worked.

Senator MOSES. That was due to Christmas?

Mr. BRYAN. The Christmas rush; yes, sir. For that I didn't get one cent above my regular salary.

Senator MOSES. You mean you were on duty 34 hours continuously?

Mr. BRYAN. Yes, sir.

Senator GAY. There is no question but what that is wrong.

Mr. BRYAN. Most everybody has the same experience. Mine was on account of late trains, otherwise it wouldn't have been quite so bad, but it is required of us, and we are willing to do it. I do not believe there is a more loyal set of men in the service than the Railway Mail clerks. I think I know what I am talking about. I have talked with other clerks, and they raised the money to send me down here by curtailing their necessities of life, and, gentlemen, if you can do anything in the way of increasing our salaries, we will appreciate it.

STATEMENT OF MR. W. B. LOWERY, MERIDIAN, MISS.

Mr. LOWERY. Gentlemen of the commission, I am representing the clerks centering at Meridian, but I am going to confine my remarks to the entrance grade of railway-mail clerks. We are continually needing recruits. A man to enter the Railway Mail Service has to pass an examination that requires a reasonable amount of education; along with that he needs a certain amount of initiative and, too, a certain amount of pride. That is what we have been getting. But to-day we have an entrance salary of \$1,300 a year—\$3.50 a day—a salary hardly equal to that of a common laborer. As a matter of fact, a first-year man in the mail service who comes into a terminal gets 42 cents a day less than a car cleaner who sweeps out the cars. You, as business men, can readily understand that we can never hope to get good recruits at this low entrance grade salary. The young men are seeking other employment.

The effect on the service is tremendous. It is not only lowering the spirit and morale of the men in the service now, but it is resulting in poor service. These men who are coming in are not competent, consequently they are delaying the mail. We are interested not only in our salaries—a man is, of course, interested in his salary—but we are interested also in the service we are giving. We have always taken a pride and an interest in it. These recruits we are getting at \$3.50 a day are not, as a rule, giving the service.

Most any assistant chief clerk in the country will tell you his most difficult problem is manning his runs with extra men, having difficulty in getting men in. Now, if this condition continues to exist, the business public is going to suffer. For instance, if there is a line 250 miles long and one of these recruits is an incompetent man, who missends a letter at the first junction, that letter may go several days before it gets right again. This condition should be remedied.

There is a remedy, and we are asking you to use your influence or make such recommendations as will bring about this remedy that we are going to offer; that is, more pay for the entrance grades and also for the higher grades.

We are asking for an entrance grade of not less than \$1,700 a year. We believe that \$1,700 a year will be an incentive to bring better men into the service and if that is done, the clerks will not only benefit, but the public at large will benefit. You understand that we are trying to improve the service, not only our own condition, but the entire service and, as business men, you can understand how it is impossible to get competent recruits for the Railway Mail Service at \$3.50 a day. However, let me state that we are getting some men who are competent.

Gentlemen, we, the railway mail clerks, wish to extend our appreciation of being able to appear before this commission, and we are glad that the Congress has sent you to us. We hope that you will be able to raise our entrance grade and also our maximum, because we are all far below the cost of living. In fact, we are facing a 100 per cent increase in the cost of living with a 37 per cent increase in salary, and what we are asking for is only about a 50 per cent increase. I think that that can be considered within the bounds of reason.

Mr. Lowery submitted the following brief:

BRIEF SUBMITTED BY MR. W. B. LOWERY.

We, the railway mail clerks centering at Meridian, Miss., about 75 in number, through our representative, wish to present the following statistics on the cost of living in and adjacent to Meridian, Miss.

We also offer a few suggestions for your consideration in regard to the general working conditions of the Postal Service as a whole.

COST OF MAINTENANCE.

We quote below a list of articles of food, clothing, and other commodities which are absolutely daily necessities to every family in all walks of life, giving with each the amount of increase in cost during the last seven years:

Bacon, lard, flour, sugar, meal, coffee, rice, grits, potatoes, eggs, butter, milk, each over 100 per cent.

Dry goods.—Bleached domestic, bleached cambric, sheeting, ginhams, outing, each over 300 per cent.

Clothing.—Ready-made men's, women's, and children's clothing, 100 to 150 per cent; shoes, hats, 100 to 200 per cent; fuel, lights, and telephone, coal, all grades, over 100 per cent; gas, advance 14½ per cent; electricity, advance 20 per cent; stove wood, advance 100 per cent; street car fare, advance 40 per cent; telephones, advance 20 per cent; physician's rates, advance 50 to 100 per cent.

In view of the fact that the cost of the actual necessities of life have advanced more than 100 per cent during the past seven years, while during the same time our salaries were only increased 37.2 per cent, we believe that our request for more compensation is honorable and just, and one which will merit the favorable consideration of your committee.

The railway mail clerks centering at Meridian, Miss., wish to call your attention to the present entrance grade to the Railway Mail Service, which is \$1,300 per annum, or \$3.50 per day, an amount hardly equal to the average daily wage paid to unskilled labor. The fact that the entrance grade is so low is the direct cause of the shortage of substitute postal clerks at the present time. Young men who have ability will not enter the service and endure the hardships of doing extra work for \$3.50 a day, because it is much easier for them to seek other employment offering better working conditions and paying a better salary.

The clerks who enter the Railway Mail Service to-day face the difficult problem of working four years for an average salary of \$4 per day.

We wish to call your attention to the fact that if this condition continues to exist that it will not be long until the personnel of the service will deteriorate to such an extent that the public generally will suffer a poor mail service as a natural result of having the Railway Mail Service manned by an inefficient force.

It is also our opinion that the monetary cost to the Government will be much greater because of the fact that by employing men of less ability the number required to man the service will be greater than if competent men were employed.

We have given this phase of the salary question a great deal of attention and study, and as we believe that the entrance grade is the most important point which your commission will be called upon to settle, we are asking you to fix this grade at not less than \$1,700 per annum. This we believe will cause a good class of young men to enter the Railway Mail Service, and as a result the public will profit by being served by an efficient force of postal clerks.

We wish to call your attention to a great, though undeveloped, possibility of the postal organization of the United States Railway Postal Clerks, and other employees of the Postal Service look with growing alarm upon the ever-spreading unrest prevailing to-day in practically all of our industrial centers, and this unrest has to a certain extent invaded the ranks of the Postal Service. We believe that the Government has in the postal organization a medium through which it is possible to reach from one central head every man, woman, and child throughout the United States, and we further believe that if the salaries of the postal employees were adequately adjusted to the increased cost of living and the working conditions improved, that all of the present discontent would vanish from the ranks of the employees, and that this, the largest single organization in Amercia, could be effectively used as a powerful stabilizing force.

We wish to call your attention to the present system of classifying the railway post office lines. We have first-hand knowledge of a line that has been reduced from a higher to a lower class automatically reducing the pay of the clerks, although they were required to continue handling the same amount of mail and working the same as before the line was reclassified. This we believe to be unfair; therefore we ask that all railway post office lines be given a single classification.

RURAL DELIVERY CARRIERS.

STATEMENT OF MR. IRA L. POPE, FRANKLINTON, LA.

Mr. POPE. Gentlemen of the commission, I have not prepared any paper.

Senator MOSES. You may file a paper later.

Mr. POPE. You want to know the reasons why we want a salary increase. In the first place, we have to use a car on the route and the upkeep is what costs.

Senator MOSES. Are you in a country where you can use a car the year round?

Mr. POPE. Yes, sir.

Senator MOSES. How long is your route?

Mr. POPE. Twenty-five and a half miles.

Senator MOSES. How long does it take you to cover it?

Mr. POPE. The schedule says we should start at 11, but often it is 12 before we get away, and it takes me until 4 o'clock.

Senator MOSES. How many patrons are there on your route?

Mr. POPE. Six hundred.

Senator MOSES. How many pieces of mail a day?

Mr. POPE. Two hundred a day; about 5,000 a month.

Senator MOSES. How big a town is Franklinton?

Mr. POPE. About 1,500.

Senator MOSES. How many carriers?

Mr. POPE. There are four routes out of there, but one carrier has resigned and we can not get anyone to take his place on account of the salary.

Senator MOSES. How long have you been in the service?

Mr. POPE. Six years.

Senator MOSES. What salary are you getting now?

Mr. POPE. Seventeen hundred and twenty-four dollars a year.

Senator MOSES. That includes the recent increase?

Mr. POPE. Yes, sir.

Mr. BELL. How many hours does it require to make the trip?

Mr. POPE. Usually it takes seven hours; that is, in the office and on the road, too.

Mr. BELL. Do you use a machine?

Mr. POPE. Yes, sir.

Senator MOSES. He says he serves 600 people.

Mr. BELL. It isn't so much the length of the route as the number of people you are required to serve; is that it?

Mr. POPE. Yes, sir. One of the carriers kept an accurate account of what it cost to keep his car, and it cost \$63.49.

Mr. BELL. Have you calculated how many miles you get from a gallon of gasoline?

Mr. POPE. It depends on the condition of the road; I use 3 gallons a day.

Mr. BELL. How much is gasoline in your section?

Mr. POPE. Twenty-six cents.

Senator MOSES. Have you any trouble in getting a substitute to take your place in vacation time?

Mr. POPE. Yes, sir.

Senator MOSES. Is that wholly due to the matter of pay?

Mr. POPE. Not altogether. He wouldn't understand the work. If you put a man on there, it requires some practice to do this work. The rural carrier doesn't get enough pay. I have been there six years and the cost of living is going up.

Senator MOSES. How much do you have to live on after you have paid for the upkeep of your car?

Mr. POPE. I figure about eighty and some odd dollars.

Senator MOSES. You have a family?

Mr. POPE. Yes, sir.

Senator MOSES. Have you any other employment?

Mr. POPE. They won't let us work for any other person. A rural carrier does not have time from his duties to do this extra work, because I have been in the service six years and absolutely know that a carrier can not be efficient and give part of his time to other work. I have been doing other work, but found that I would have to neglect my duties as a carrier, so I give up the extra work and am only giving my time to the service, and find that I am falling behind with my obligations.

Mr. BELL. What part of the day do you devote to that work? You say you start out on your route about 12 and that it takes seven hours.

Mr. POPE. We have to report at the post office, and it takes about an hour to an hour and a half, and after the arrival of the mail it takes us about an hour to route the mail.

Mr. BELL. Then the extra work you do is in the forenoon?

Mr. POPE. Yes, sir.

Senator MOSES. Do you think the situation in your case would be met by an allowance for equipment?

Mr. POPE. Yes, sir. I would suggest \$2,100 per annum.

Senator MOSES. Twenty-one hundred dollars, including your allowance?

Mr. POPE. Salary and allowance; something like that.

Senator MOSES. You mean that would be the entrance salary; that a man should go into the service at \$2,100?

Mr. POPE. After one year's service he should get that.

Mr. STEENERSON. As it is now, he receives the same salary the first year as the last.

Mr. POPE. Yes, sir.

Mr. STEENERSON. You would be in favor of a higher salary for the second and subsequent years?

Mr. POPE. Yes, sir. A rural carrier requires a man of good character and some ability, too.

Mr. STEENERSON. Do you think he could acquire the necessary familiarity and experience with the work in one year?

Mr. POPE. Yes, sir. It takes some time to get acquainted with the people. One trouble is that maybe there are five families that get mail out of one box. A man not familiar with conditions may get some important mail in some other person's box.

Mr. BELL. Do you sell money orders, too?

Mr. POPE. Yes, sir.

Senator MOSES. Which would you prefer, Mr. Pope, to have a separate maintenance allowance, or have the maintenance included in the salary?

Mr. POPE. I believe I would rather have the maintenance allowance.

Senator MOSES. Separate?

Mr. POPE. Yes, sir. I do not know that I have any other suggestions to make. We have a vacancy in the service now, and we can not get any one to take it on account of the salary, because they can make more at something else. We had a man that applied for the place and only made 70. He has applied for it, while others who have made 90 have declined it.

Mr. BELL. Has it been offered to them, and they declined?

Mr. POPE. Yes, sir.

Senator MOSES. You think if the salary was larger they would have taken the place?

Mr. POPE. Yes, sir.

FOURTH-CLASS POSTMASTERS.

STATEMENT OF MR. R. G. HAWKINS, PALMETTO, LA.

Mr. HAWKINS. Gentlemen, I wish to speak in behalf of the postmasters of Louisiana, the postmasters of the third and fourth class, who form a large majority of the membership in our organization. These people have been on a very small salary, I might say, considering the present conditions.

Take the fourth-class postmasters. The average fourth-class postmaster's salary represents about \$40 a month. That is a very small amount to take care of a man with a family, or even if he is a bachelor. I think the Congress of the United States and the Post Office Department should, at least, allow a fourth-class postmaster for the equipment in his office. That should constitute a cabinet, an iron safe in which to keep his valuables, and the furniture necessary to the use of his office. In addition to that the postmasters of the fourth class should be allowed a reasonable amount for the rent of the buildings they occupy; they should also be allowed a reasonable amount for fuel and light. I wish to say this: That the fourth-class postmasters, while they are the lowest in point of salary, they are not the lowest in the point of training and the class of service they render. The fourth-class postmaster has to be the postmaster, the money-order clerk, the registry clerk, the C. O. D. and pre-pay clerk, a distributing clerk, and he has to be the clerk that makes up the mails.

Now, this person that makes up the mail must understand the routing of that mail to insure the safe carriage of that mail from his office and from the trains, and if he makes any mistake in the routing of this mail, and continues to make this mistake, he gets a little check from the superintendent of the Railway Mail Service showing what he has been doing. If he makes any error in his money-order account, or in the writing of money orders or in issuing money orders, or selling money orders it is charged up to him—it comes back to him. He has to know the ins and outs of the post office the same as the postmaster or employees of the larger offices.

Of course, we are very grateful for the favors that the United States Congress and our Representatives have done for us in the past and we thank them in advance for what we expect them to do in the future. I am very glad that we had this opportunity to meet this

Joint Postal Commission here in this Southern city. It is a rare thing for an event like this to happen. In fact, it is the first time I know of.

Mr. BELL. It is the first time it has ever occurred.

Mr. HAWKINS. Yes, sir; it is the first time. It goes to show the right thing is about to come about. I thank these gentlemen for the privilege of speaking to them to-day.

Mr. BELL. How long have you been postmaster?

Mr. HAWKINS. Twenty-eight years.

Mr. BELL. Of course you didn't take a civil-service examination.

Mr. HAWKINS. Not until the civil service ordered it.

Mr. BELL. What is the total of your compensation, about?

Mr. HAWKINS. About \$40 a month.

Mr. BELL. Is your office kept in a store or separate?

Mr. HAWKINS. In a store.

Mr. BELL. How much rent do you pay?

Mr. HAWKINS. \$25 a month rent.

Mr. STEENERSON. Do you have the whole store?

Mr. HAWKINS. Yes, sir.

Mr. BELL. What part of that is chargeable to the post office?

Mr. HAWKINS. About a third.

Mr. BELL. Do you conduct that store?

Mr. HAWKINS. No, sir; we rent that out.

Mr. BELL. Do you have a clerk?

Mr. HAWKINS. No, sir; I am my own clerk.

Mr. BELL. Do you furnish your own fuel?

Mr. HAWKINS. Yes, sir.

Mr. BELL. Light, and so forth?

Mr. HAWKINS. Yes, sir. If you were to ask me what, in my opinion, the fourth-class postmasters needed the most I would say an iron safe and one hour dinner time.

LABORERS.

STATEMENT OF MR. JOHN J. DAHMER, NEW ORLEANS, LA.

Mr. DAHMER. Gentlemen, before filing my brief, I have a few suggestions to make. I think we should receive the previous valuation of the dollar, which I do not believe we are receiving at the present time. Last month alone my living expenses were \$128.35, and my salary was \$103. You can see the deficiency. I have a wife and four children and can hardly exist. I must say that the majority of the laborers are men with families and I suppose they are in the same predicament as I am.

We would like to see all overtime eliminated or a differential allowed. Last month, the majority of the laborers, including myself, worked from 72 to 100 hours overtime. It is a very hard burden on us and it lessens the efficiency of the men. He can't keep up that kind of work and give efficiency.

Senator MOSES. Wherein would a differential in the rate of pay remedy that?

Mr. DAHMER. For instance, night work should have a differential allowed, six hours for eight. Either that or time and a half time, which would cut down all overtime work in the service. On the other hand, we have laborers who are compelled to work nights 9

months out of the 12, and they receive no compensation over the men who work in the daytime.

Mr. BELL. What is your work?

Mr. DAHMER. Laborer.

Mr. BELL. What is the character of the work you perform?

Mr. DAHMER. We handle all the mail brought into the office and give it the first segregation. We separate the mails and do the same work practically as a clerk. We are compelled to perform certain clerical duties and only receive a small pittance of a salary.

Mr. BELL. Did you take a civil-service examination?

Mr. DAHMER. Yes, sir. We stand almost the same examination, with the exception of a little difference in the mathematical part, as the clerks.

Mr. STEENERSON. How long have you been in the service?

Mr. DAHMER. Two years or more.

Mr. STEENERSON. Are you getting the same salary now as when you entered?

Mr. DAHMER. The same as when I came in, outside of a small bonus.

Mr. STEENERSON. How much more do you get now than when you entered?

Mr. DAHMER. About \$12 all told, but my living expenses have increased a hundred and fifty.

Mr. STEENERSON. Did you get \$150 a year under this general resolution?

Mr. DAHMER. A 5 per cent bonus, I think.

Mr. STEENERSON. That makes more than \$12 a month.

Mr. DAHMER. Considering the cost of living it is nothing.

Mr. STEENERSON. How much has the cost of living increased in the last two years?

Mr. DAHMER. I should judge in the last two years it has increased at least 60 or 70 per cent, and in some cases 100 per cent. Everything has gone up, bread, eggs, clothing—clothing has increased to my knowledge, being a buyer for myself and wife, 200 and 300 per cent. I have worn this suit for three or four years and can't get another. I am dodging my creditors.

Mr. STEENERSON. You say there has been a 300 per cent increase in two years?

Mr. DAHMER. Yes, sir.

Mr. BELL. On clothing?

Mr. DAHMER. Yes, sir. I am a man of family and know what it costs to clothe children. Shoes have increased. I have four children going to school.

The main point I want to make is the elimination of overtime, or the allowance of a differential.

Mr. Dahmer filed the following brief:

BRIEF SUBMITTED BY MR. JOHN J. DAHMER.

On behalf of the laborers of the New Orleans, La., post office, I beg leave to submit this as my statement with regard to the wages and working conditions of our group:

At the outset I desire to state that we are classed as skilled laborers, and are compelled to stand a mental as well as physical examination; we also furnish bond. We handle every pouch and sack of mail that is delivered into the office from other points, and open and segregate for distribution all second, third, and fourth class matter; we repair mail bags, perform the work of a clerk in the parcel post section by preparing

for dispatch that class of matter, and otherwise are assigned to and perform duties akin to that of the clerical force, but when so assigned after our tour of duty as a laborer is completed, we receive but the wage of a laborer, while substitute clerks performing the identical work and with whom we labor receive 60 cents per hour. We are obliged to answer reports concerning irregularities and therefore have to assume—to a certain extent—some of the responsibilities which should, in some cases, rest with the clerical force.

According to the receipts of the office, the mail has increased from 50 per cent to 75 per cent in the past four years, but no increase has been made in the laborers' force. We have received a temporary increase of 15 per cent in salary to fight a permanent increase of over 100 per cent in the cost of living, and are therefore receiving practically less than 50 per cent of what we did four years ago, and we therefore ask, gentlemen, that our wage standard be restored to its former level and purchasing power. To do this, gentlemen, \$1,500 per annum would be necessary, and then would not permit of our saving for the twilight period of our existence.

We perform night work, for which no extra compensation is paid or any differential allowed—and we say without fear of contradiction that this Government is the only employer who enjoys the distinction of not paying extra time for night duty—and request that you recommend six hours night be equivalent to eight hours day work; with but some few exceptions our tours of duty alternate quarterly, but due to influence of unknown source these few remain forever on the day, and the balance of us are compelled to labor nine months per year at night; every detail change finds one laborer held over on night duty, which means six whole months of continuous night work. Gentlemen, I might mention that one of our force, who saw actual service "over there," and in justice to him be it known that although he would have been exempt, he was a "volunteer," on returning to his position was detailed for night duty two consecutive details; he appealed for justice, and when that was denied he was compelled to claim his reward for the services he rendered his country and in the same spirit that he volunteered he manfully resigned.

Gentlemen, only recently the Daily Bulletin contained an article instructing the postmasters throughout the country to utilize the laborers to do semiclerical work, and we consider this, and believe we are correct, as an admission that we are above the average skilled laborer.

Gentlemen, the laborers' force are men of families, and believe, as all true Americans do, whether they dwell in castles or huts, that it is our duty to God, our country, and our fellow man to educate and rear our offspring—the manhood and womanhood of to-morrow—so as to maintain the standard of the glorious United States, and if we are denied the wages that are so vital as to permit of our giving an education to our beloved ones, only one result is visible, and that is deprive them of something that once they get it, can not be taken from them—education.

This is a list of the wages paid the following laborers in the city of New Orleans, La.:

Longshoremen, \$0.80 per hour, \$1.20 per hour overtime, \$2 per hour Sundays and holidays, and a limit of four hours on the Sabbath or holiday.

Street railway motormen and conductors, \$0.42 per hour, \$0.63 per hour overtime.

Street railway laborers and trackmen, \$0.38 and \$0.40 per hour, \$0.57 per hour overtime; eight-hour day.

Railroad freight handlers, \$0.47 and \$0.49 per hour; time and a half overtime and Sunday work.

Railroad car repairmen, \$0.54 to \$0.58 per hour; time and half overtime.

Foundry helpers and laborers, \$0.40 to \$0.60 per hour; double for overtime.

Building laborers, \$0.40 to \$0.50 per hour; time and half for overtime.

Shipbuilding labor, \$0.45 to \$0.60 per hour; time and half for overtime.

Teamsters and loaders, \$0.50 to \$0.72 per hour; time and half for overtime.

All the above are eight-hour day; everything in excess of eight hours is overtime.

So you can see, gentlemen, how poorly paid are the skilled laborers of the richest employer on the face of the earth, and I sincerely trust that you will make such recommendations as will permit us to live as American citizens, and in doing so you will earn the lasting gratitude of the laborers' force of the Post Office Department of the United States.

THIRD-CLASS POSTMASTERS.

STATEMENT OF MR. W. P. TARTT, LIVINGSOTON, ALA.

Mr. TARTT. Honorable commissioners and fellow coworkers, or, honorable doctors and fellow sick patients, I have a few suggestions I want to put before this commission. I know that your work is

quite arduous and that it is also quite tiresome, and therefore I am just going to make a few suggestions and will ask you to take them into consideration. [Reading:]

We consider the salaries of all third-class postmasters should be increased at least 50 per cent, for the following reasons:

1. Our rates of pay were fixed by Congress over 20 years ago when prices of necessities were much lower than they were even three years ago. During this same period wages and salaries were raised 30 per cent.

2. Since 1914 prices of commodities have again risen another 100 per cent. Wages and salaries have also again risen to keep step with the rise.

3. Our duties as postmasters have been materially increased, our responsibilities added to and the standard of our qualifications raised.

4. The third-class postmaster is usually the only representative of the Government in his town. His pay should be such as to entitle him to the respect and standing due these considerations.

For similar reasons we think the pay of our clerks should be raised too. We think the third-class postmasters should also be given additional clerk help.

1. Because the work in our offices has become much more arduous through the introduction of the Parcel Post System and its rapid growth, together with the issuing of insurance and filing of claims for lost mail.

2. Because of the Rural Free Delivery System.

3. Because of the increase of the amount of incoming mail of all classes handled, caused by the advent of the mail-order business and other causes.

4. Because from all prospects the work and usefulness of the postal system is going to be still more increased in the future by aerial and auto service and other work.

We consider the hours of labor should be reduced to 8 hours a day, and thus brought into harmony with the oft expressed policy of the Government in all its departments.

1. The hours worked now are usually from 11 to 15 a day.

2. There are at present no specified hours for a third-class office to be open for the public transaction of business.

3. We think sufficient help should be furnished and the hours of work so arranged that no one should have to work continuously over 8 hours without extra pay.

We think that post offices, besides being divided into four classes with pay depending on the receipts of the office, should also have a supplementary subdivision based on the work with additional allowances to be made obligatory and not merely optional, for instance:

1. All offices that are central accounting should be "class A," with fixed additional pay and clerk allowance based on the number of offices served.

2. All offices at railroad junction points doing transfer and separating work should be "class B," with additional remuneration.

3. Offices having star routes originating with them and supplying other offices might be known as "class C," with added pay.

4. Other offices with unusual conditions, as exacting train schedules, large number of rural routes, or with corporations using their offices but not buying their stamp supplies from them, should also have distinct classification with proper consideration.

We ask the Joint Congressional Commission, at their session at New Orleans, La., to give their favorable consideration to these suggestions.

Mr. TARTT. There was a time when a postmaster could take an afternoon off, but that time has gone. I could use three clerks besides myself, and all of us busy 10 hours daily. I go on at 6.15 in the morning. It sounds like a fish story, I know, but I go to the office and work that mail up, then I take an hour and 15 minutes for breakfast, and I eat a cold dinner, and I have eaten cold meals for over a year in my office, and then I get through for the day at 9.30. I put in 14 hours a day and then am not through.

Mr. BELL. How much was your compensation when you first took charge of the office?

Mr. TARTT. \$1,400.

Mr. BELL. How much is it now?

Mr. TARTT. Eighteen hundred. It was sixteen hundred up until the last quarter.

Mr. STEENERSON. You are allowed \$475 for clerk hire, are you not?

Mr. TARTT. No, sir; that was raised at the same time my salary was raised.

Mr. STEENERSON. It is \$1,200 now?

Mr. TARTT. Yes, sir. The war savings for my office are something over \$23,000 for past 12 months, and the money-order business has amounted to over five thousand the past month. For the past 12 months an average of over \$3,000. Gross postal receipts over \$7,600. Internal revenue and proprietary sales over \$1,000. In taking these things into consideration, please bear in mind that we are the subagents for the big mail order houses of the country. We handle an unlimited amount of the National Suit Co. business at my office. We have a college town of some 300 young ladies and they are continually sending their orders and getting their goods. Then there is the Sears, Roebuck Co., Montgomery Ward & Co. and the others.

SPECIAL DELIVERY MESSENGERS.

BRIEF FILED BY MR. R. A. DRAGAN ET AL, NEW ORLEANS, LA.

We hand you this appeal for consideration of a just compensation of the special delivery messenger, not now a recognized employee of the Postal Service although a factor in special service rendered in the delivery of mail.

On the inauguration of the special delivery letter service, 8 cents of the fee was set aside to pay for the service of delivery of such letters. At this time the service was not as exacting as at the present day. Then letters were taken out by boys on foot and bicycle.

At present a messenger is required to be in possession of a motorcycle, costing \$400 or more. He must be clothed to meet all kinds of weather to effect delivery of mail in rain and cold.

Cost.—A messenger reports for duty at a certain time and remains on duty from 10 to 12 hours. He pays for the upkeep and repair of his motorcycle, at an average cost of \$25 monthly.

Compensation comparison.—Laborers, mechanics, clerks and employees' wages and salaries have been advanced.

Services of all kinds have advanced in compensation. Rents have advanced, cost of living has advanced, clothing has advanced.

No advance.—A compensation of 8 cents per letter or package is paid now for each, no additional recompense here although at the inauguration of the special delivery letter no consideration was given to parcels, that now reach the weight limit of 70 pounds and subject to the same service.

Hazardous service.—In rain, fog and slippery weather and streets, gliding in and out among other traffic, makes the service extra hazardous and requires expert chauffeurs or riders.

Expert delivery knowledge.—To make quick deliveries required it is necessary that messengers have a thorough knowledge of all the streets, the run of numbers, and to know that he can ride his machine along many places being almost inaccessible, a motorcycle not being permitted on sidewalks by the city ordinance.

Deliveries per day in New Orleans post office.—Deliveries for from 1,000 to 1,400 special delivery letters and packages are effected daily at the New Orleans post office by messenger, without increased compensation.

Service has outgrown the use of boys.—Young men of family are rendering this service without a just compensation. Boys are finding jobs without hazard at from \$30 to \$75 per month and are not obtainable for service as exacted at the New Orleans Post Office.

Comparison of cost of service and pay.—The cost of living has advanced from 80 to 100 per cent. The cost of the necessary motorcycle and its repair have doubled, and the motorcycle's life has to be taken into consideration is summing up the cost. The average life of the machine is from 14 to 18 months.

Inadequate pay.—Your earnest consideration for a just pay of the special-delivery messenger whether in fee allowed or the assuming of supplying the machine and its repair costs.

Request for supply.—To furnish the gasoline necessary for running machines used in deliveries.

Service is a fixture.—The special delivery messenger is now a fixture in the Postal Service, as the records will prove the enormous growth in the last couple of years and deserves the inquiry of your honorable committee, and having a just cause ask your consideration, a just recompense for exacting service faithfully performed.

Persons serving have never been recognized by law.—The law enacting service has never given individual service recognition, although at this post office nearly 40 men are detailed for such service and the subcarriers seek to avoid the delivery of specials as it means a loss to them.

Respectfully submitted to your honorable committee for a just compensation, for arduous, painstaking, and exacting service.

R. A. DRAGAN,
L. GODEFROY,
O. SEHLINGER,

Committee for Special Delivery Messengers.

Senator GAY. Gentlemen, this brings the hearings in New Orleans to a close, and I want to say that it has been a pleasure to have included New Orleans in the itinerary. The commission has been to a number of the big cities in the East and Middle West. The trip South was interfered with on account of very important business before the House and Senate for a number of months past. At my request the commission included New Orleans in its itinerary, and we are glad to get the testimony of the men engaged in the Postal Service in Louisiana and the adjoining States. We sincerely hope some good will come of it, and we believe there will be legislation affording some relief. The commission is also interested in the retirement legislation before Congress, and I sincerely hope the good work in the Postal Service will continue, and we want you to know that you have friends at court.

(Whereupon at 1.30 p. m. the hearing adjourned.)

POSTAL SALARIES

HEARINGS

BEFORE THE

JOINT COMMISSION ON POSTAL SALARIES

CONGRESS OF THE UNITED STATES

SIXTY-SIXTH CONGRESS

SECOND SESSION

FOR

**GENERAL EMPLOYEES OF THE
POSTAL SERVICE**

HELD AT

MEMPHIS, TENN.

JANUARY 6, 1920

Volume 1

Part 9



**WASHINGTON
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1920**

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GEORGE H. MOSES, New Hampshire.

CECIL A. BEASLEY, *Secretary.*

ISHAM P. BYROM, *Assistant Secretary.*

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POSTAL SALARIES.

TUESDAY, JANUARY 6, 1920.

JOINT COMMISSION ON POSTAL SAVINGS,
Memphis, Tenn.

The commission met in the Hotel Gayoso at 9.15 o'clock a. m., Hon. Edward J. Gay presiding.

Present: Senators Gay and Moses and Representatives Bell and Steenerson.

Senator GAY. I regret that all of the commission could not be here, but important business in Washington has detained some of them. As you know, the Postal Salary Commission was appointed during the Sixty-fifth Congress and has been taking evidence in a number of cities throughout the country—the great postal centers—and we are very glad indeed to be here in Memphis where we can get the testimony of you gentlemen from Tennessee and the adjoining States, and without any further delay we will call on the first speaker, Mr. George Rule, of Lonoke, Ark.

CENTRAL ACCOUNTING POSTMASTERS.

STATEMENT OF MR. GEORGE RULE, JR., POSTMASTER, LONOKE, ARK.

Mr. RULE. Gentlemen of the commission:

Senator GAY. May I interrupt you to say that as there are a great many speakers, we will have to confine you to the time that has been allotted, and if you have any briefs or papers you desire to file, we will be glad to have them.

Mr. RULE. I will say first that I got permission from the First Assistant Postmaster General to prepare some questionnaires, which I sent out with the understanding that they were to be filed with the commission. I have about 200 from Arkansas, Georgia and other States, and I have prepared here an epitome of our troubles. I will read that to you. [Reading:]

I have been requested by the Central Accounting Postmasters Association to present our case to your honorable body.

We heartily appreciate the purpose of your itinerary, which gives us the opportunity of talking our matters over with you. It indicates to us a disposition which assures us of a square deal. We have always believed that the Congress would do right by us, provided they had accurate and complete information of the conditions which surround us, and were cognizant of our needs.

In presenting to you a statement of the work of the central accounting postmasters, we purpose to be free from overstatement of the work done.

We rest our case on the amount of work done compared to other postmasters who are not in our class.

We claim that we should be paid for the extra work imposed on central accounting postmasters, independent of the increased cost of living—if there had been no increased cost of living during the last few years, then we should have extra pay any how, as this is a work over and above what we were doing before, the inauguration of the system, or what other postmasters who receive as much salary as we do, have to do.

Our claim is this: If A, who is not a central accounting postmaster, receives a salary of \$2,000, then B, who is a central accounting postmaster, and receives a salary of \$2,000, should have compensation for such work.

If the amount of work done is the basis for fixing salaries, then surely the extra work of the central accounting postmaster should be taken into consideration.

This being granted your concern will be to determine the amount of labor imposed by this extra duty.

Under the new system, one office in each county is designated a central accounting office, the other offices are known as district offices and are directed to obtain all their supplies of postage stamps, war savings stamps, thrift stamps, war revenue stamps and proprietary stamps, from the central accounting office and to send to him for redemption all applications for redemption of war savings stamps and to render his report of sales of postage, war savings, war revenue and proprietary stamps.

The duties of the central accounting office are to procure enough stock from Washington to fill all these requisitions, to count the stamps into his office, count them out, pack, register, bill, and charge them to the district office, and then monthly to count all of his stamp stock and register the amount on hand.

All of this work increases the amount of labor performed, multiplies the chances of loss in count, and increases the responsibility. The fact that all district postmasters are not familiar with their duties increases the work of the central office in auditing their accounts and corresponding with them in regard to same.

At stated times all the district postmasters send to us forms containing a statement of the transactions of their offices together with a requisition for stamps to replenish their stock. We are required to audit these statements, item by item. After having done this we must count, bill, and register to them the stamps to fill these requisitions, after which we must make an inventory of these transactions and recapitulate the entire quarter's business and mail all the reports to the auditor at Washington.

In handling this business many complications arise, for instance, a district postmaster will make a requisition for postage stamps and offer in payment a mixed remittance of money and war savings stamps, which are frequently made out wrong and must be returned for correction. You must then hold his account open until you can get the stamps returned by him and later sent to the direct accounting postmaster for redemption and returns.

We are now receiving war savings stamps from the district postmasters for redemption. In handling them we must sign for the register, check the stamps with the list, count the stamps, verify the calculations, compare the signature, the dates, and then credit the amount to their accounts. They must then be reassembled, marked for collection, listed, packed, and registered to the direct accounting office, then when the remittance comes from the direct accounting office, the list must be rechecked, the amounts credited to the different district offices, and a remittance made for same.

In liability to error, complications, and responsibility, the work of the central accounting office more than doubles the work of the small second and third class office. From a written statement, though made in detail, one can not understand the work and worry the work imposes.

It has been said that most central accounting offices are of the first class, this is not true, in the States of Tennessee, Arkansas, North Carolina, South Carolina, Florida, Louisiana, Alabama, Georgia, and Mississippi, the work is being done in most cases by third and small second class offices. Eliminating a few of the big offices from the count the average salary of the central accounting postmasters of these States is \$900, whose allowance for clerk hire is very small. There are a number of fourth-class offices, which are central accounting offices.

To act as clearing house, be a supply depot, shipping clerk, and auditor for these district offices imposes a burden of work and requires a degree of skill which should be remunerated.

When note is taken that our compensation for the ordinary routine duties of postmasters is not equal to the demands of the present standard of living, that we should receive compensation for this extra work is very apparent.

We believe that a fair compensation for this work would be \$25 for each district office served.

We respectfully submit this statement for your consideration.

Senator GAY. How many offices do you serve?

Mr. RULE. Eighteen.

Senator MOSES. That, then, would be \$450, according to the scale you recommend.

Mr. RULE. Yes, sir.

Mr. BELL. I want to ask you a question: What would you think of a plan to have one central accounting officer and one central accounting postmaster in each State and take this work away from the postmasters?

Mr. RULE. I refrained from expressing myself on the system, because I did not know whether it was within my province or not to do so.

Senator MOSES. Let us have it.

Mr. BELL. You can make any statements before this commission you want to, and you are protected in it.

Mr. RULE. I think the present system is a poor one, for this reason: That we haven't the adequate facilities for handling a large number of stamps, and it is a bad one for sanitary reasons. A great many of these offices are in the smaller offices with insanitary and unhealthful conditions. For instance, when the stamps come into my office, they come in original packages—they come in packages of 10,000, that is the 1s and 2s come that way. If I receive 10,000 2-cent stamps, I have to count those stamps, and I count them with my fingers after dampening them from my tongue. For instance, if a district postmaster sends for stamps, I dampen my fingers with my tongue and count them and handle them. If I should happen to be a tubercular man, those stamps would be liable to carry the infection. If the department is going to continue the system, I think they should make a lot of smaller original packages.

One, two, and three cent stamps are sent out 10,000 in a package. Most of my district postmasters take them in smaller amounts and I am required to break them up and handle them. I think it would be far preferable to have a few big offices in each State with facilities for handling and for storage and where they can get good clerk hire when they need it. The more work we have assigned to us, the more we have to do, and it requires more hours. In the last two or three years I have put in 12 or 13 hours a day and part of Sunday. Sunday is a quiet day and I take the opportunity then to check up a lot of business that has been hanging over.

You would find if you made an examination that a great many of these stamps are kept in insanitary places and that the facilities for handling them are poor. We can not afford to keep enough stamps on hand to always have enough to supply the demand, because of the great risk. I have my little safe full and I have to go to the bank and beg room. A portion of my stock of stamps is carried right on the floor of the bank. Sometimes I run out of stamps.

Mr. STEENERSON. I don't remember how many district offices there are in one accounting office, but altogether there must be in the neighborhood of 50,000. Now, if each one is to be allowed \$25, it would amount to \$1,250,000, and when this scheme of central accounting was first proposed to the Post Office Committee of the House it was urged that it would save \$30,000 worth of accounting in the auditor's office. It seems that in order to save this \$30,000 it will be necessary to spend over a million dollars.

Mr. RULE. They saved that money at the expense of the flesh and nerve of the employees.

Mr. STEENERSON. I do not understand exactly what the necessity was for your licking the stamps that come in.

Mr. RULE. I didn't say that. They come in stacks—leaves, one on another, and it is hard to get them apart. I can not handle the stamps without touching my finger to my tongue. We have to handle them with our hands, and if there is anything unclean on your hands it might stick to the stamps and be communicated to the other fellow. You understand we must count them out to the district with our fingers.

Mr. BELL. You could use a damp sponge.

Mr. RULE. You could, but the impurities would be communicated.

Mr. STEENERSON. That would have to be done somewheres, but you think that if it was done back in Washington it would do away with that.

Mr. RULE. My stamps always arrive clean and nice. I would rather do the extra work as central accounting postmaster than to handle the stamps as district postmaster that have been handled by other hands.

Now, I am not familiar enough with all the details of this work to offer any honest criticism as to the merit of the system in all of its ramifications.

Mr. STEENERSON. It is claimed it has reduced a number of losses by burglary and theft, because if large stocks were kept in these small third and fourth class offices they would be more exposed. Do you think that is well founded?

Mr. RULE. The man who inaugurated the system thought it out in all its details, I suppose.

Mr. STEENERSON. The chief objection you make to it is that they do not pay the central accounting offices, the postmaster, for the work, and that it is unsanitary—requiring a man to count these stamps?

Mr. RULE. We should be paid for the work of shipping stamps, auditing accounts, and keeping books.

Mr. STEENERSON. Are there any other objections to it?

Mr. RULE. One objection is the extra work it imposes without any compensation.

Mr. STEENERSON. Of course we could remedy that by giving the compensation. Well, that's all I have. I don't know how the central accounting system is working throughout the United States, but my opinion is that if the system is to be continued it would be better to concentrate the business in a few big distributing centers, with better provisions made for the service and have men delegated to that work only. If the distribution is to continue from the county seats, the men who do the work and carry the responsibility should be paid for it. It's a big job in work, risk, and responsibility, which should not go unremunerated.

FOURTH CLASS POSTMASTERS.

STATEMENT OF MR. CHARLES D. EWELL, POSTMASTER, RUBICON, ARK.

Mr. EWELL. Gentlemen of the commission: Doubtless you have already received numerous resolutions and briefs stating in full terms why the old antiquated system of paying fourth-class postmasters should be abolished. So at this late hour we will not burden

you with more of the aforesaid and same, but would respectfully present to you in a concise and brief way, the demands of the postmasters of the fourth class of the States of Arkansas, Mississippi, and Tennessee.

1. We ask for the abolishment of the cancellation basis, and that the minimum salary of a fourth-class postmaster be \$300 per annum.

2. That a postmaster's commission be made permanent, or so long as he gives good satisfaction or during good behavior.

3. That fourth-class post offices be closed on Sunday except to receive mail, that may be delivered on Sunday to that office.

4. That fourth-class offices be kept open eight hours and that that number of hours be termed a day's work, instead of from 12 to 16 hours, and that postmasters have pay for overtime.

5. That fourth-class postmasters have 15 days' vacation with pay once every year and that the Post Office Department pay the substitute.

6. That fourth-class postmasters be allowed an amount equal to 35 per cent of their salary for office rent, clerk hire, fuel, and lights.

Gentlemen, I am 12 miles out in the country. We furnish our own office, our own fuel and light, and we are supposed to be on the job at all times. While possibly we are not supposed to get up after we go to bed to hand out a dun to John Smith when he thinks he is going to get a letter from his girl, still they seem to expect almost as much. It don't do to tell him there is nothing there for him. He wants you to get up and look.

Mr. BELL. Is your office in a storeroom?

Mr. EWELL. No, sir.

Mr. BELL. Is it separate and distinct?

Mr. EWELL. Yes, sir. I built a little log cabin in my yard and I also paid to have a sign "Rubicon Post Office" painted to boot.

Mr. BELL. How much is your total compensation per year?

Mr. EWELL. About what I could hire a farm hand two months for. I sell stamps, and if I can cancel a lot of them I am all right, but if they send them to the mail-order houses I don't get any credit for selling them and the postmaster at the other end doesn't get any credit.

Mr. BELL. Do you give the post office all your attention?

Mr. EWELL. Not all my attention; no.

Mr. BELL. You have other business?

Mr. EWELL. I am a farmer.

Senator GAY. Do you keep a clerk there all the time?

Mr. EWELL. I keep an assistant—some member of my family. I can not hire a clerk. In Arkansas we have Roosevelt families. I only have 13 living children.

Mr. STEENERSON. I suppose you keep this post office merely as an accommodation for your neighbors.

Mr. EWELL. Well, I am not fixing to move away from that neighborhood.

There was and has been for the last 50 years some one who would keep the post office in every neighborhood for nothing but time and men have changed. Every man and woman on earth who labors is worthy of and gets pay for his or her services and why not the fourth-class postmasters?

It is just up to our Government to pay the fourth-class postmasters a reasonable salary or a majority of them will be forced to

resign and instead of 1,600 fourth-class postmasters in Arkansas, there will be a great many less and what is true of our State, applies to every State in the Union.

Mr. BELL. Is your post office on a railroad?

Mr. EWELL. It is 12 miles from a railroad.

Mr. BELL. Twelve miles. Could that territory be successfully supplied by rural service?

Mr. EWELL. No, sir; it is too sparsely settled.

Mr. BELL. Have you any rural service in that vicinity?

Mr. EWELL. No, sir.

Mr. BELL. None at all?

Mr. EWELL. No, sir.

Mr. BELL. Your office is supplied from what point?

Mr. EWELL. Lonsdale is the railway point. Recently the mail rider there had to hire a two-horse wagon.

Mr. BELL. You need good roads there.

Mr. EWELL. We are building them. We will build the roads if you will give us better service and a few more shekels for our work.

(Mr. Ewell filed the following brief:)

BRIEF FILED BY MR. CHARLES D. EWELL.

In 1883, just 36 years ago, the salaries of postmasters of the third and fourth classes were readjusted, and with the exception of a slight increase granted last year, there has been no change made in them since. Just how well a salary basis of 1883 fits the obligations of 1919 may be more clearly appreciated by a few comparisons between the cost of living then and now, but as reliable statistics seem to show the estimate to be about 80 per cent, we will not refer to statistics just here.

We wish to call attention to the progress of our great Government since 1883 along the line of inventions that call for energy, speed, and a general hustle of humanity that was not dreamed possible 36 years ago. First, the telephone was perhaps a novelty at that time. There were no electric lights; no electric cars; no automobiles or motor trucks; no real fast trains, and certainly no airships at all. To-day all these complex inventions are so closely woven into our social and industrial life that we wonder how past generations ever survived without them.

Progress along one line calls for progress along all others as well if the general prosperity and welfare of our Government are to continue.

We have just put over the most gigantic war program the world has ever known in which the patriotism of every citizen was thoroughly tried and tested. We believe that this experience has broadened our vision, and the thorough manner in which we overcame all obstacles has fitted us for even greater achievements in the future.

Our Postal Service was perhaps one of our Government's greatest assets in building up our great war machine, excepting fighting men and raw material. We were called on for every imaginable service, from posting bills to borrowing money to pay for Liberty loan bonds and war savings stamps. If we had "laid down" at this critical time we would have stopped every wheel of industry and invited certain disaster. We simply stood to our guns, and if anyone thinks there is any fun attached to being a war-time postmaster, one trial will convince him of his error.

It is evident that postmasters are a necessity, and it is further evident that present postmasters have proved their efficiency and loyalty to the Government. The salary schedule which we present for your approval is a very conservative document when viewed in the light of the changed conditions between 1883 and 1919. If it costs twice as much to feed a horse as it did prior to the war, the owner either has to pay the cost or let the horse starve, and the same rule applies to a man. While we make no threats, we state that the Government must realize this and provide for it, or stand for the final dissolution of its greatest asset, the Postal Service. No loyal representative of our people would contend that the causes and effects of war should provide the fat of the land for some, while others are beaten down into the dust by same conditions. The responsibility of peace or war rests on all alike and must be met if we are to continue to be a leader among the nations of the world.

The humblest servant is worthy of his hire, and my mission here to-day is to show that fourth-class postmasters are very much underpaid. It must be remembered that the gross salaries of these postmasters are limited to \$1,000 per year, plus the commission on money orders and special delivery letters, which are uncertain quantities, and

in thousands of instances these salaries are far below the above limit, some amounting to just a few dollars annually. Furthermore, postmasters of this class are required to furnish rent, fuel, light, clerk hire, and equipment, while their families have to be supported on the balance.

The postmaster buys the equipment, while the present postal law applies the proceeds from this equipment as part payment of said postmaster's salary. I will leave it to any body of sane men if it would not be just as fair for the Government to apply the proceeds of the postmaster's own henroost as part of his salary. In fact, it appears that the Government expects fourth-class postmasters to be content with the honor and glory which are supposed to be attached to such positions of trust and at the same time get out and hustle up a living on the side. A man is confronted with a very serious problem in protecting his private interests when the law is so arranged as to require said postmaster to give preference to a public interest. It could only be accomplished under a kind of "public-be-damned" policy, and as such does not harmonize with the high ideals of our great Government we feel justified in asking that such tight bargaining be discarded.

We further think we should receive an allowance for rent, fuel, light, and clerk hire. This is a public service, and the wonderful progress as outlined in a former paragraph has caused it to grow to such proportions since 1883 that entire buildings are often required to conduct the service. The entire time of one person is demanded at all offices and many require two.

Our rural communities constitute the very backbone of our great parcel-post service; therefore they become an important factor when considering our Postal Service as a whole. The postage on all parcel-post matter must be prepaid at office of origin, which swells the receipts of our large postal centers and throws a vast amount of work on the small postmaster for which he receives nothing. Surely this is not fair. Take away support given by our rural communities and the receipts of our mail-order centers would fall off perhaps one-third or one-half.

While we do not wish to make any unjust comparisons, we do not appreciate drawing a much smaller salary than our subordinates, especially since we are required to devote from three to five times as many hours to the same class of work, including Sunday and holiday service. This is just another relic of 1883, because there were no rural routes in those days. It is evident our status should be readjusted. We should be granted an eight-hour day in accordance with national law, and be given time enough to eat our noon meal in peace. Thirty minutes at noon is freely granted the rural carrier and horse for refreshments. Why not allow the fourth-class postmaster one hour? Our mighty railroad engines can not be run without fuel, water, and even rest. Are fourth-class postmasters considered mightier than they? Are they looked upon as some divine product that needs neither food nor raiment? Our present salary contract puts it up to the "ravens" to feed us, and, gentlemen, we haven't even heard the flutter of their wings in the distance. This monotonous grind is telling on us. We have no time for recreation and no time for association with our families. Our entire time is devoted either to postal duties or standing "at attention" ready to serve an exacting public. They see the service no further than it affects them individually. They overlook the fact that it is a live, pulsing thing of flesh and blood, capable of feeling all the joys and sorrows that humanity is heir to.

We further charge that the law should be changed so as to release a postmaster from responsibility under his bond after a 30-day notice of resignation. At present it requires from 3 to 12 months to get released from these positions, and the consequences are very serious. No position can be secured in advance with any degree of certainty as to when we may be able to take charge of the new work; thus many opportunities are passed up that would solve our financial troubles. I say that no real democratic government should wield such a powerful club when it is shown that it jeopardizes the rights of employees guaranteed them under the Constitution of the United States. We submit that a system of promotion should be employed by our Postal Service through which an incentive for efficiency may be maintained. We further claim that we should be accorded all the privileges given employees of the service, such as 15 days vacation, with pay, and 30 days sick leave, with pay. We see no reason why we should be excluded from all retirement legislation on the technical grounds alone that we are not employees of the service. I wish to state emphatically that the Post Office Department regards us as such, and we have thoroughly demonstrated that we are during the great crisis through we have just come. When a man or woman consumes his earning power in an exacting service of his country it is a serious economical error to junk them. Private corporations have realized that it actually does not pay dividends to do so, and such corporations are accused of keeping at least one eye on the dividend end all the time.

Before concluding, I wish to call attention to those fourth-class postmasters recently known as central accounting postmasters. These postmasters have had the extra responsibility of from one to a dozen other postmasters thrown on them without the

slightest warning or additional clerk hire and equipment necessary to care for such an emergency. I suggest, out of fairness to these central accounting postmasters, that their case be reviewed separately. Perhaps there is a central accounting postmaster present who wishes to give us some data.

We submit other data showing total receipts and disbursements at several fourth-class offices which we offer as part of the record.

(NOTE.—These data are on file with the commission.)

The Government should reimburse us for amount invested in equipment. The postmaster should not be required to pay rent, fuel, light, and clerk hire from his salary, especially a salary that is limited to \$1,000 a year, and in many cases does not exceed \$50 a year.

We thank you for your attention, and entreat you to support the national league salary plan, which we present for your consideration.

H. P. COTTON, Rives, Tenn.,
LEON CARAWAY, Big Sandy, Tenn.,
Committee.

NATIONAL LEAGUE SALARY PLAN.

Third-class postmasters.—That postmasters at third-class offices shall be paid salaries in accordance with the following schedule:

Gross receipts:	Salary.
\$1,900 to \$2,100.....	\$1, 650
\$2,100 to \$2,400.....	1, 800
\$2,400 to \$2,700.....	1, 950
\$2,700 to \$3,000.....	2, 100
\$3,000 to \$3,500.....	2, 250
\$3,500 to \$4,200.....	2, 400
\$4,200 to \$5,000.....	2, 550
\$5,000 to \$6,000.....	2, 700
\$6,000 to \$7,000.....	2, 850
\$7,000 to \$8,000.....	3, 000

Third-class clerk hire allowance.—That third-class postmasters shall be granted allowances for clerk hire according to the following schedule:

Postmaster's salary:	Allowance clerk hire.
\$1,650.....	\$600
\$1,800.....	700
\$1,950.....	800
\$2,100.....	900
\$2,250.....	1, 000
\$2,400.....	1, 100
\$2,550.....	1, 200
\$2,700.....	1, 300
\$2,850.....	1, 400
\$3,000.....	1, 500

Fourth-class postmasters.—That fourth-class postmasters shall be paid in accordance with the following schedule:

At fourth-class offices the gross receipts of which are less than \$100 per annum, the salary of the postmaster shall be \$150 per annum.

Gross receipts:	Salary.
\$100 to \$200.....	\$300
\$200 to \$300.....	400
\$300 to \$400.....	600
\$400 to \$600.....	750
\$600 to \$800.....	900
\$800 to \$1,000.....	1, 000
\$1,000 to \$1,200.....	1, 100
\$1,200 to \$1,400.....	1, 200
\$1,400 to \$1,600.....	1, 350
\$1,600 to \$1,900.....	1, 500

That fourth-class postmasters shall be allowed for the items of rent, fuel, and light a sum equal to 25 per cent of their compensation.

We will request that additional allowances be made for separating mails at third and fourth class offices and that clerk hire be granted to fourth-class offices where unusual conditions exist. Also that a commission of 5 cents be allowed for each money order issued and 10 cents for the attempted delivery of each special delivery.

SECOND-CLASS POSTMASTERS.

STATEMENT OF MR. F. H. MITTS, POSTMASTER AT TUPELO, MISS.

Mr. MITTS. Gentlemen of the commission, I take it as a favor on your part that you have come into our midst to hear us on things that are vital to us. As has already been stated, I am from Tupelo, Miss., and am a second-class postmaster. I suppose you gentlemen all know where Tupelo, Miss., is.

Senator GAY. We all know it was the home of Pvt. John Allen.

Mr. MITTS. I wish Senator Bankhead were here and I would tell him that the great transcontinental highway could not cross the continent—the Bankhead Highway, I mean—could not cross the continent without going through Tupelo. We come before you, and wish to submit this brief. We want to be modest, gentlemen. I believe that postmasters and postal employees have been as faithful and as true and loyal in all of the phases of our country's duties and responsibilities as any class of people on the face of the earth.

(The brief referred to follows:)

We, the postmasters of the second class, have been appointed and are duly authorized to appear and present to your honorable commission the arguments as hereinafter set forth in behalf of the postmasters of the second-class of Arkansas, Mississippi, and Tennessee.

INCREASED RESPONSIBILITY.

Since the now existing salary table was put into effect the following duties, with their attendant responsibilities, have been added to the post office-work: The parcel post, with its insurance and C. O. D. features; city and rural delivery; war revenue and war savings sales, and in many cases the distribution of supplies to tributary offices, and in some others the distribution of postage to district offices, and the auditing of the accounts of the postmasters of these district offices.

This increased responsibility is evidenced by the fact that the bonds of these postmasters have been increased from 50 to 100 per cent.

In this connection we beg to state that the parcel-post business in all its phases has grown to enormous proportions. This carries much added work in writing insurance receipts, filling out C. O. D. tags, answering inquiries, starting tracers for lost or delayed parcels, preparing indemnity claims, to say nothing of the increased money-order business necessitated by parcel-post.

The inauguration of the Rural Free Delivery system has added greatly to the number of patrons of the post office, thus extending the range of the postmaster's work and responsibility.

EFFICIENCY.

By virtue of these complex duties a higher order of efficiency is necessary in order to properly transact the business of the second-class office; in fact, the postmaster must possess such qualifications that would fit him for the most responsible positions in business life. The Post Office Department as well as the public demands satisfactory services.

There was a time when these postmasters were not expected to give full time to the duties of the office, but were permitted to engage in outside work. Now we are required to give at least 8 hours per day to the duties of the office, and many of us have to give from 8 to 12 hours daily.

Now, since the postmaster must be efficient and give his full time to the office, we feel that he should be paid a salary commensurate with the high standard required. We do not ask this solely for our own personal gain, but that these positions be made attractive to men and women qualified and in every way fitted to fill them.

GOVERNMENT'S LOCAL REPRESENTATIVE.

The postmaster is expected by his appearance and manner of living, his interest in civic pride, municipal and county improvements, church and schools, to reflect credit on the position he fills in his town and community.

He must, in addition to answering all correspondence from the Post Office Department, make replies and furnish information to other departments, such as the Agricultural Department, Census Bureau, Department of Commerce, War and Navy, and various subagencies of the Government.

CENTRAL ACCOUNTING SYSTEM.

Many second-class postmasters are now required to keep larger stocks of postage and to distribute from this stock to district offices of his county and to audit the quarterly report of these postmasters. This work requires carefulness in auditing and filling requisitions for postage, thus placing added worry and responsibility on the postmaster.

In addition, the distribution of the bulk of postal supplies has been transferred from the department to distributing offices, from which tributary offices are furnished all their stock forms and items. With these transfers of the distribution of postage and postal supplies from the department to central accounting and distributing postmasters there has come a corresponding transfer of correspondence formerly had with the department to these central accounting and distributing postmasters, thus shifting from the auditing and other departments a vast amount of clerical work. This is treated more fully in the brief of central accounting postmaster.

CUSTODIANS OF FEDERAL BUILDINGS.

Postmasters occupying Federal buildings are by virtue of their position made custodians of said buildings and are expected and required to supervise the custodian force and preserve and protect the buildings and grounds. Such postmasters we feel should have some consideration in the readjustment of salaries for this responsible and important work.

CONCLUSION.

In view of all the facts as set forth in this brief and others not mentioned, we feel that we are in the bounds of reason and justice to ask that our cause be heard and that we be advanced proportionately with men of like duties and responsibilities in business life.

Respectfully submitted.

F. H. MITTS.
Chairman of Committee.

Mr. MITTS. I will say that I am the distributing postmaster for seven counties. All the supplies and items that go out over this territory go through this office to 86 postmasters. I am also the central accounting postmaster for two counties. I have to audit the accounts—the quarterly reports for these. I use myself as an illustration, because there are many others in the same class. That there is increased responsibility is evidenced by the fact that the bonds have been increased from 50 to 100 per cent. I suppose the increased premium on the bonds is, in itself, a matter of little significance, but it points out the increased responsibilities.

The parcel-post business has grown more rapidly than I had any idea it would grow. It is now enormous in this little office that I fill. I would like to say this in connection with the parcel-post business. We are expected and required by the department to ask every patron that comes to the window, "Do you want this insured?" and it must be stamped "Fragile," "Perishable," "Butter," "Eggs," or whatever may be the contents of that package and it goes through all the ordinary complex routine of the postmaster and his force.

Whereas we had something like thirty-odd postmasters in my county before the rural free delivery was put into effect, now we have nine, and the range of responsibility has been increased to that extent.

Gentlemen, the questions I have in mind are all questions looking to the future. All along the line clerks, carriers, supervisory officials, postmasters are quitting the work. I have lost out of a clerical force of seven, three of my oldest and most efficient men in the last seven months. They have quit the service to go into other and more lucrative businesses. That is the gist of my argument—salaries should be so adjusted as to make them appeal to these men.

Senator GAY. You have 1 minute left, Mr. Mitts.

Mr. MITTS. Referring again to the duties of the central accounting and distributing of supplies postmaster, I wish to add that with the transfer of this business from the department to these postmasters there has come a corresponding transfer of much of the correspondence formerly had by the district and tributary postmasters with the department at Washington to the central accounting postmasters.

You can imagine what character of postmasters fill many of these three, four, and five hundred dollar offices. They do not seem to anticipate their needs of such supplies as will be needed for the year and as a consequence it is an unending job in furnishing them.

I have here not only the brief which I have in part referred to, but I represent all postal employees of the first congressional district of Mississippi, and I here submit the brief setting forth their resolutions: (The brief referred to follows:)

BRIEF SUBMITTED BY F. H. MITTS.

At a meeting of postmasters and postal employees of the first congressional district of Mississippi, the following recommendations were acted upon to be submitted to the Postal Wage Commission at its meeting January 6, in Memphis, Tenn.:

1. That rural carriers on standard routes be paid \$2,000 per annum with additional mileage for above a standard route. In submitting this it is the sense of the rural carriers that a conservative estimate of the cost of maintaining equipment necessary to handle the increased parcel-post business is \$650 per year. Further, that in cases where carrier is required to handle lock pouch in addition to his regular mail that he be allowed \$150 extra for handling said locked pouch.

2. That clerks and city carriers be paid \$1,400 for first year's service, with an increase of \$150 per year for four years, based on merit.

3. That postmasters in the larger fourth-class offices be paid \$1,200 per annum, and a scale downward based on receipts. That a fair rental be allowed for equipment.

4. That third-class postmasters be paid a minimum of \$1,400 with an allowance of 50 per cent of postmaster's salary for clerical help. In like manner for each step in the schedule of salaries the postmaster be advanced \$200 with an additional 50 per cent for clerical assistance until salary of postmaster is \$1,800, then 75 per cent of postmaster's salary be allowed for clerical assistance for two clerks, part time. When the salary of postmaster of third-class office is in excess of \$1,800 then an allowance for clerical assistance of 100 per cent of postmaster's salary be allowed for two clerks, full time.

5. That postmasters of the second class be allowed an increase above present scale of 25 per cent.

6. That all central accounting postmasters be allowed \$25 for each district office assigned to his office. This latter is to cover not only the increased work, but the added responsibility.

7. We feel that we are reasonable in our petition as set forth above.

THIRD-CLASS POSTMASTERS.

STATEMENT OF MR. J. L. DONALD, TUTWEILER, MISS.

Mr. DONALD. Gentlemen, I believe that the third-class postmasters have more ground for complaint than any other class of postal employees. I am going to file my brief and tell you about it. I want to call your attention to a report the Postmaster General recently

issued. One of his statements was with regard to the appointment of first, second, and third class postmasters. He said they were required to give their personal service. The erroneous idea has gone out that we do nothing, that we hire a clerk and fish and hunt and don't do anything to get this money. But he says in his report that we are required to give this service, and he says further that we are to personally give our service for eight hours.

Senator GAY. How much salary do you get?

Mr. DONALD. Fifteen hundred dollars, and I get \$400 for a clerk, and I do not know of any better illustration to show you what we are doing than to give you a little outline of what I am doing in my own office.

We have nine mails in and out a day; nine to distribute and nine to prepare and send out. The first mail comes in at 5.15 in the morning and they close at 8.25 at night. I am required to stay there until 9 o'clock if the train is late. You can figure that out for yourselves, 6 a. m. to 9 p. m. The public wants service from the postal department and it gets it. It gets all that it is entitled to from the Postal Service.

Then, again, the Postmaster General has asked for an increase in the appropriation for rent, light, and heat. I am not criticizing the Post Office Department. I believe there is an allowance of \$500 for rent and a hundred dollars for light and fuel. My office gets \$180 for rent and \$36 for fuel and light. My table in the brief will show the rent and light and fuel advances for the past four years. However, what is the use of an allowance being increased if it is not paid. I would be very well satisfied with \$500 for rent and a hundred dollars for light and fuel, but all I am allowed is \$180 for rent and \$36 for light and fuel.

Mr. STEENERSON. Have you made an application for increase?

Mr. DONALD. I certainly have—application after application. The only way we can get it is to go like a hound dog and sneak around in the back, through our Congressman, to get it. We might get a little bone by slipping around to the back door, but we nearly always have to have our Congressman help us to get even that.

It is the same thing on clerk hire. My office should pay \$600. Only a year ago I was getting \$180. Nine mails in and out a day. This is a junction office; they transfer mails from every train, and I am allowed about 10 cents a day for this extra work of transfer, while I was entitled under the postal laws of \$600. It was \$400 before. I was entitled to \$400 and was getting \$180. In 1916 I took it up with the Postmaster General to get an increase in clerk hire. I was paying the balance out of my own salary. I pay my clerk \$60 a month and have had to change four or five times in the last two years. They can get more money at something else. I have prepared a table of salaries showing what the railroad round-house is paying in our town and the express company. These are the similar lines, and they are paying at least twice what I can afford to pay.

Another thing; if this law is amended so as to make this clerk hire available, why not pay it? If it is based on the receipts of the offices, why not pay it? If it going to be based on a certain thing, why not pay it?

Again, the Postmaster General stated he increased the salaries of the third-class postmasters \$105,500 in 1919. He did nothing of the kind. He merely paid on the amount of gross receipts. When we took this commission, the Government said they would pay us so much on a certain amount of business. In 1917 they took it away from us and kept it away from us. The third-class postmasters did not get a raise. The second-class postmasters did not get a raise in their salary, but they did in their clerk hire. The fourth-class postmasters get an increase in their cancellations. We couldn't get anything, and we didn't get anything until last July.

Mr. STEENERSON. The salary didn't go up with the increasing business of these past two years?

Mr. DONALD. No, sir; and we claim that the Government owes us that on account of its contract, based on present classification, made in 1883.

Mr. STEENERSON. That was on account of the clause in the revenue bill that the salaries of postmasters should not be increased during the term of this war-revenue postage.

Mr. DONALD. I beg your pardon, but everybody's salary was increased. The fourth-class postmasters' was.

Mr. STEENERSON. I might say that the Ways and Means Committee were the authors of that provision, and the Postal Commission did not assume any responsibility for it.

Mr. DONALD. Didn't the Postmaster General recommend that law?

Mr. STEENERSON. Undoubtedly he did, but he is in favor of economy.

Mr. DONALD. Is it your idea that the Post Office Department was instituted for the purpose of making money, or to serve the people?

Mr. STEENERSON. I decline to be cross-examined.

Mr. DONALD. We made last year for the Government and turned over to the Treasury \$19,000,000, according to the Postmaster General's report. The idea was not for the Post Office Department to make money, but to serve the people. We are certainly serving the people, and doing it at the expense of the fellows with gray hair like mine. You might ask the question, Why don't you give it up? We could, but some other fool would take it. I have \$1,500 invested in my furniture and fixtures.

Senator GAY. How long have you held the position?

Mr. DONALD. Ten years. I came up from a fourth-class postmaster. I have paid for my investment in furniture and fixtures.

Senator GAY. Your time is up, Mr. Donald.

(Mr. Donald submitted the following brief:)

BRIEF SUBMITTED BY MR. J. L. DONALD.

Having been elected to appear before you in behalf of third-class postmasters of Mississippi, Arkansas, and Tennessee, I beg permission to submit the following:

There are certain conditions to be met in order to become a third-class postmaster.

First. The educational test, or civil-service examination, that must be successfully undergone.

Second. The postmaster must be of a good moral character in order to secure bond to protect the department against any incompetency or fraud.

Third. In almost all cases the postmaster must be financially able to purchase an outfit or equipment necessary to accommodate the public.

Fourth. The postmaster must furnish all office fixtures, such as typewriters, adding machines, and safe. These items have become a necessity in all lines of work of a clerical nature.

Fifth. The postmaster must provide heaters and lights necessary for the office.

When the above items are taken into consideration you will find that almost every postmaster is forced to invest from a thousand to fifteen hundred dollars of his own funds before he can fill the position.

There is no other line of work that I know of where the person who fills the position is required to furnish office furniture and fixtures. The present basis for computing salaries of postmasters was fixed by Congress some 20 years ago. At that time there was less than half the work required of postmasters as at the present time.

In submitting this brief line of argument, it is not my aim in any way or manner to criticize or cast reflections on the Postmaster General or the Post Office Department, yet, in order to get them before your minds, it will be necessary to make some comparisons and statements that might be construed that way. It is absolutely necessary to compare salaries paid postmasters and clerks in third-class offices with salaries paid other classes of labor of a similar nature. It is also necessary to compare the cost of living now with that of several years ago, when postal salaries were deemed sufficient. It will be further essential to the cause to note some of the changes that have been made in the Postal Service in order to properly reach a decision as to whether salaries are now adequate or not. It will be necessary, too, to note what the allowances for certain things are and how near to these amounts we are receiving at this time. To properly understand and appreciate what postmasters are required to do and what responsibilities are placed on them, we must of a necessity take into consideration many of the stipulations of the Postal Laws and Regulations which have been fixed by the Postmaster General, in connection with the Congress of the United States. We therefore respectfully refer you to a few of the most important of these laws and regulations, but for lack of time many will be left unnoticed:

Postal Laws and Regulations, 1913, at page 126, section 256: Every postmaster before entering upon his duties shall give good and sufficient bond, etc.

Postal Laws and Regulations, page 130, section 269: Third-class postmasters shall embrace all postmasters whose salaries are \$2,000 and over \$1,000.

Postal Laws and Regulations, page 130, section 270: Respective compensation of third-class postmasters shall be annual salaries based on gross receipts of the office for four consecutive quarters.

Postal Laws and Regulations, page 131, section 271, paragraph 3: Readjustments shall be made annually to take effect at the beginning of the ensuing fiscal year, upon the basis of returns for the four quarters ending January 1, preceding adjustment.

Postal Laws and Regulations, page 135, section 277: Every postmaster shall keep an office in which one or more persons shall be on duty during such hours of each day as the Postmaster General may direct for the purpose of receiving, delivering, making up, and forwarding all mail matter received thereat.

Postal Laws and Regulations, page 137, section 282: Post offices shall be kept open for the delivery of mail and sale of stamps every week day during the hours the principal business houses are open.

Postal Laws and Regulations, page 139, section 283, paragraph 1: Post offices of the first and second class shall not be kept open on Sundays for the delivery of mail to the general public, etc.

Postal Laws and Regulations, page 139, section 283, paragraph 4: Post offices of the third class need not be opened on Sundays unless a mail or mails arrive between the Saturday closing hour of 6 p. m. and 6 p. m. Sunday. If such mails do arrive and the public conveniences require its delivery, the office may be open for one hour on Sunday, etc.

Postal Laws and Regulations, page 145, section 293: Postmasters shall give their personal attention to the business of their office and shall not absent themselves therefrom for a longer period than two days without the written authority from the Post Office Department.

Postal Laws and Regulations, page 135, section 275: The salaries of the postmasters as fixed by law shall be deemed and taken to be full compensation for the responsibility and risk incurred, and for the personal service rendered by them as custodians of the money-order funds and other funds of the Post Office Department.

Postal Laws and Regulations, page 318, section 320, paragraph 2: There shall not be granted for use of any third-class post office a sum in excess of \$500 for rent, nor more than \$100 for light and fuel.

Postal Laws and Regulations, page 527, section 1118, latter clause: And at all other money-order offices, meaning third and fourth class, the compensation for clerical labor in the money-order business shall be paid out of the fees received for the issue of money orders, and shall be 3 cents for each domestic and international money order issued.

Tutwiler post offices pay the postmasters \$125 per month. Assistant postmasters \$33.33. Money-order fees, which go to the postmaster, amount to \$150 a year, making

a total of \$2,050 a year. To earn this, two people are employed from 10 to 12 hours on week days and 3 hours or more on Sundays. The postmaster supplements the assistant's salary to \$60 a month. This, together with the deficiency in allowance for light and fuel, as well as other smaller items, must be paid by the postmaster out of his allowance by the department. After all deficiencies are met, the postmaster has left about \$100 a month for his services, investment, and responsibilities.

The revenue from post-office equipment in most third-class offices amount to something like \$500 a year. Deduct this from the amount of the net salary of the postmaster and you have left only from \$700 to \$800 that must be paid the postmaster out of the receipts of the office.

The express company pays a clerk \$107 a month, an assistant \$87 a month. Both based on an eight-hour day. The foreman of the machine shops receives \$230 a month.

The assistant foreman receives \$160 a month with full pay for vacations and free transportation over the company's lines.

Car repairers receive \$121 a month for 26 days and \$28 for Sundays, making a total of \$149. Common labor at the shop receive \$93 for 26 week days and \$17 for Sundays, making a total of \$110 a month. Common laborers at mills and factories are paid \$90 a month and skilled labor even as high as \$150. Farm labor is paid from \$60 to \$75 a month, and nearly all salaries mentioned are based on eight-hour days with time and a half for overtime. None of the laborers mentioned above are required to furnish anything in the way of equipment, and but very few are required to furnish bond. Very few, if any, of them could qualify for the position of postmaster, and certainly none of them would care to do so, as they receive a very much better salary than postmasters.

Comparison of operating expense.	1919	1915	Increase.
			<i>Per cent.</i>
Cost of coal, Big Muddy grade, per ton.....	\$3. 90	\$2. 25	73
Cost of oil, per gallon.....	. 18	. 09½	99
Cost of clerk hire, per month.....	60. 00	30. 00	100
Cost of rent.....	15. 00	10. 00	50
Total number of items, four; average increase.....			80½

The above are operating expenses that can not be done away with, but are necessary in the conduct of the post-office business. The freight charges are not included in the above computations. The rate of freight charges has advanced 25 per cent plus war tax.

Comparison of salaries of postmasters and clerks during the period from 1915 to 1919, inclusive.

Using the fixed classification as a basis, represented by 100 per cent, we have, for postmasters: Rate of pay during year 1915, 100 per cent; 1919, 100 per cent (no increase); for clerks, 100 per cent; rate of pay for 1915, 100 per cent; 1919, 150 per cent (increase 50 per cent).

Thus we have no increase in pay of postmasters with an increase of 50 per cent in clerk hire (by recent act of Congress). Briefs have been filed showing that amount paid for clerk hire by the department has been for the past four years 50 per cent of the actual amount allowed.

Money-order department: Rate of pay during year 1915, 3 cents for each order issued; rate of pay during year 1919, 3 cents for each order issued.

Special-delivery fees: Rate of pay during year 1915, 8 cents for each article delivered; rate of pay during year 1919, 8 cents for each article delivered.

Showing no increase in special-delivery business, notwithstanding the fact that since 1915, special-delivery privileges have been extended to all parcels and packages up to 70 pounds.

Using the above comparative table we find that there has been increases in only one item (clerk hire). Now compare this with the table of values of living costs, we find an increase in the cost of living of 146 per cent; also an increase in the cost of operating of 80 per cent.

Allowances as fixed by law: Allowance for rent, third-class post office, not over \$500; allowance for rent, light, and fuel, third class, not over \$100; total for these two items, \$600.

Average allowance at present to third-class offices by the department: Allowance for rent, \$180; allowance for light and fuel, \$36; total for these two items, \$216.

Average percentage received, as compared with allowance, 36 per cent.

Average for clerk hire will show about the same percentage as that for rent, light, and fuel.

In re appropriation for clerk hire for fiscal year 1920: The appropriation for the fiscal year 1920 has been increased 50 per cent, but unless the department actually pays the increase as provided, the amount received will probably be in most cases about 50 per cent of what could be paid under the law.

In re report of the Postmaster General: In his annual report to Congress the Postmaster General has recommended that the allowance for rent, light, and fuel be increased for rent an increase of 44 per cent, for light and fuel, an increase of 80 per cent.

These recommendations are timely, but if the increase be granted there should be some definite arrangements whereby this increase will be actually paid, so that more commodious quarters can be secured and better facilities for handling the business of the offices prepared.

In connection with the above, will say that a very large per cent of post-office quarters are far below the actual needs for the best interests of the service, being as a rule some small room or out of the way place that can be had at a cheap rental.

There seems to be a general desire on the part of the people that the department purchase suitable sites and erect ample buildings to care for the ever-increasing amount of postal business. In small towns the buildings would not necessarily have to be very expensive, and no doubt could be owned by the Government at a saving in the course of a few years.

We further urge that you make some readjustment in the money-order business that will justly remunerate postmasters for the additional work of handling the C. O. D. business that has been put into operation in the last few years, and that money-order fees not be counted in computing allowances for clerk hire.

We would ask that you carefully observe that third-class postmasters are forced to comply with every feature of the present civil-service laws without realizing any benefits therefrom, such as hours of service, leave of absence with pay, employers' compensation provisions, and retirement privileges.

We further urge that whatever readjustments of salaries may be agreed upon and recommended by your honorable body be made retroactive, effective from July 1, 1917. Further, that this legislation be formulated and presented for adoption at the very earliest date possible in order to give needed relief to third-class postmasters.

Having canvassed the postmasters in Mississippi, I find that the conditions under which they labor, in connection with the extra amount of work that has been put on postmasters and postal employees, such as the service to the Treasury Department in the sale of war and thirft stamps, revenue stamps, etc., in service to War and Navy Department in posting literature of all kinds and recruiting offices to assist in gaining additional men for the War and Navy Departments, in service to the Department of Agriculture in distributing weather signals and forecasts, in service to the Bureaus of Health and Extension in handling an enormous amount of penalty matter, covering all their spheres of activity, in service to War Department in selling surplus war supplies. All of the above-mentioned duties have been added and many others of minor nature, together with the increased cost of living and operating since the present basis of salaries was fixed.

In lieu of the above-mentioned facts an increase of less than 50 per cent in salaries of postmasters and the actual amount paid for clerk hire necessary to secure competent help will not give postmasters the relief necessary to make life comfortable and the work the paramount principle in their minds.

We therefore recommend that an increase of 50 per cent be made in salaries of postmasters and that the Post Office Department pay full clerk hire; furthermore, that the Post Office Department purchase and own all equipment in third-class offices; also that the Post Office Department pay fuel and light costs necessary for the proper and comfortable heating and lighting of offices.

We therefore ask that you adopt the above-outlined plan of increasing remuneration of postmasters and clerks, or some similar plan by which postmasters and clerks may be given their just deserts and that when these plans have been put on the statute books of the United States Government that no discretion shall be given to anyone to alter them in any way except by legal procedure.

STATEMENT OF MR. J. T. SKELTON, GOODMAN, MISS.

Mr. SKELTON. Gentlemen of the salary commission, I have been allowed a few minutes' time in which to talk to you.

I am not going into the details of the cost of living, because I presume that fact has been presented to you before by every branch

of the service, and I am satisfied that you are familiar with it yourselves, but will say that is only one of the reasons that the third-class postmasters feel that we should be given an increase in salary.

We think that the amount of work that has been added to our duties since the present basis of salaries was established years ago should be paid for on a just and equitable basis.

We all know that a great number of these additions to the service have been of great benefit to the public, but have added greatly to the labor of the smaller postmasters.

We will take the parcel-post business, which has been added and extended in recent years, while a great convenience to the public, has put an enormous amount of work on the small postmaster without adding scarcely anything to the receipts of his office on which his salary is based. Fully 75 to 80 per cent of the parcels handled by my office—and I am satisfied this will represent most all of the third-class post offices of the country—originate in the larger offices and are handled and delivered by the third-class postmaster without showing anything in the receipts of his office.

Then the C. O. D. privileges of the parcel-post service work an even greater discrimination against the small postmaster, and if you will pardon me for using my office, Goodman, Miss., as an illustration, I think I can make you understand my point. During the past year at my office I received and handled approximately 1,000 C. O. D. parcels that originated in the larger post offices, where not only the postage was paid, but the C. O. D. fee was counted in the receipts of the larger office, amounting in C. O. D. fees alone to more than \$100 besides the postage.

In the same period of time I dispatched from my office three C. O. D. parcels and collected a 10-cent fee on each, or a total of 30 cents and 15 cents in postage, making a total of 45 cents which was counted in the receipts of my office, against approximately \$300 postage and fees collected by the offices of origin on C. O. D. parcels I handled.

Going further to show you the enormous amount of work that we have to do that does not show in the receipts of our offices, I will take the second and third class mail handled at my office in a recent month, and this will give you an idea as to the discrimination against the small offices while using the receipts as a salary basis, without taking these things into consideration. In the month under consideration, for each piece of second-class mail that was dispatched from my office and postage counted in the receipts of the office, I received from other offices, mostly city offices, and delivered 709 pieces, and in third-class mail matter, for each piece that originated at my office, I received from other offices and delivered 1,750 pieces that was counted in the receipts of the other offices, yet my work on each piece was almost as great as theirs.

Then, the franking privilege that has been greatly extended, especially in the extension Department of Agriculture, while possibly a good thing, has added enormously to the work of the smaller postmasters, as in almost every county and district there is now located an agent of the department with this privilege, who is sending thousands of pieces of this matter.

Mr. BELL. That was added when?

Mr. SHELTON. It has been constantly extended within the past few years.

Senator MOSES. You mean the county agents?

Mr. SKELTON. Yes, sir.

Mr. BELL. Demonstration agents.

Mr. SKELTON. Yes, sir. We have an agricultural high school established in my town, and until recently the county agent was at that school, and he sent out thousands of pieces of mail on which I had to work. I had all the work to do, but it didn't show one cent in the receipts of my office. Now, if we are going to be paid on the basis of receipts of our offices, we think those things should be taken into consideration and that the basis of pay should be placed accordingly.

Senator MOSES. What would you do with the postmaster at Washington, where there is so much franked mail coming in?

Mr. SKELTON. I would furnish him with clerks enough to handle it.

Mr. BELL. And they do, too.

Mr. SKELTON. That is my idea. If you are going to put this work on us, furnish us with clerks to handle it.

Mr. BELL. May I ask, if you recommend increased compensation to third-class postmasters, whether you recommend a flat increase or one based upon the receipts of the office?

Mr. SKELTON. Well, as a matter of course, I think you would have to take into consideration the receipts of the office in some measure to get a reasonable and just basis to go on. I think, though, in fixing the compensation, that all these things should be taken into consideration, especially the fact that so much of the business the third-class postmaster handles originates in the city offices, where, as I understand it, ample clerk hire is allowed, or ought to be, and then we have to handle it at the other end of the line. Here the third-class postmaster has to do it himself, as there is such a small amount allowed for clerk hire that we must make out with only a part-time clerk, with longer hours for ourselves or pay the clerk hire from our own salaries.

If I might be allowed to suggest I think the third-class postmasters should be allowed a 50 per cent increase based on present basis of receipts, with ample allowance for clerk hire, which I think after taking the increased duties of the office and all the work we do that does not show in our receipts will be fully justified.

STATEMENT OF MR. L. M. BURGE, POSTMASTER, CABOT, ARK.

Mr. BURGE. Mr. Chairman and gentlemen, I am a third-class postmaster and I want to say that the third-class postmaster has got a man's job. If he is not efficient he is not going to hold that job. He can't skimp the job and hold it. I mean by that that he can't leave something undone like perhaps an artisan doing work on a building, and not be noticed. If he don't come clean, it will show; and he has got to do it from the start. If he has any self-respect, he is going to do it.

Now, that is what is confronting the third-class postmaster. He gets wrapped up in his business. He gets wrapped up in the success of his office. He applies himself to the successful transaction of that office and he realizes more and more each day that he has got to be efficient. The Government demands it and should demand it. I have no objection

manding the best service of me that I

am capable of giving. That is my business, and that is what I have taken that office for.

Now the third-class postmaster saves the Government a great deal of work and worry and trouble and time. There are many complaints that come up to him. By using tact and by approaching and handling a patron in the right way, you keep down lots of complaints. You keep lots of letters from going into the department making inquiry about this, that, and the other. All of these things come up and he has got to keep that constantly in mind in order that he may forestall all that trouble at the other end of the line.

Away back in 1883 the salaries were fixed. There was no high cost of living problem then. They took into consideration the duties a man had to perform and what they expected of him and at that time they fixed the salaries. You gentlemen well know that our country has grown; that more is expected of every public servant. A few years ago Congress raised their own salaries. They should have. I think they should get more. It demands high class, efficient service and there are lots of men in Congress who could make more money than they are making in Congress, and I think that any servant of the Government that goes at this thing in an honest, upright, intelligent way, the Government ought not to treat him niggardly. I think he is entitled to just remuneration for the service he performs, and I think he ought to receive it.

Now there is one thing that operates against efficiency amongst the third-class postmasters. That is the long hours we are called upon to serve the public. It says that we should stay open until the business houses close, and yet everybody goes to the bank and transacts his business before 4 o'clock and thinks nothing about it. He is accustomed to it. You tie the postmasters up there until dark and after dark. The public take advantage of it. You take a man that has worked a long, hot summer day and he goes home tired. He has been in there all day with no recreation. He has to be up and ready for his work fresh the next morning. I think a law should be passed that the post offices should close about 5 o'clock winter and summer. Then he could go home and work in the garden if he has one. It would give him some recreation and a good, nice rest, so that he could meet the job better in the morning.

Now there is another thing about clerk hire. They come back at you and say, you can use your money order fees to supplement the clerk hire, or, in other words, you can take some of your own salary. Now, gentlemen, it is logical—that if a clerk is worth so much and you have to pay it out of your own salary, that comes out of the postmaster's salary and cuts it down. I think if a postmaster is to have a salary of a thousand or fifteen or eighteen hundred dollars that he should get that, and not say that so much of it should go for clerk hire. I do not see any justice in that proposition where you have to supplement the clerk's salary out of your own.

There is one other thing. The other day I wrote the First Assistant in regard to post office rent. I have been paying \$20 a month and now they want \$25. The First Assistant has been very nice to me and he wrote back to raise that rent to \$25. Now, there are lots of buildings in nearly every town that could be bought for the post offices. They could be paid for in quarterly installments. In a few years the Government would own those buildings and wouldn't have any rent, and would eliminate that expense entirely.

Mr. BELL. They would be nontaxable, too.

Mr. BURGE. I think that is a wise thing to do. If I was doing it, that is what I would do; but year after year I pay the \$300 that I am authorized to pay now; \$300, when you stop to think of it, at 6 per cent, you could buy a \$5,000 building. But you wouldn't have to pay that for the ordinary building. There are lots of buildings cheaper than that that the Government could get and they could equip them, too. Yet, we third-class postmasters have to furnish our own equipment. The Government says: "All right, you come in and buy it, and then you can rent the boxes, but when you collect that rent you must turn it over to me." I think they should be relieved at least to this extent. They could buy the equipment and then let the money for the rents come back to them until they are paid back, then turn them over to the Government. The postmaster doesn't care any more about them then. It is just a piece of property on his hands, but they would serve for years and years for the Government and the Government would get the benefit. As it is now, however, he has to invest that money and the Government gets the rents. If he is put out of office he stands a chance of selling it to his successor at a reduced price, and I can't see the equity in that procedure.

Ordinarily the third-class men will have to come down to their offices and sweep out and do janitor's work and be your own wash-woman. You have to be chief cook and bottle washer from start to finish. You have got to keep your finger on the pulse of that office all the day. You have to watch the whole thing, and you take a man that starts at 6.30 in the morning and stays until 7 o'clock at night, I think it is unfair and unreasonable, and I do not think you get the most efficient service when you ask that of a man; all we ask is that you gentlemen look into this matter, and I believe you will.

We are American citizens, not beggars. Speaking for myself, I am not begging, but I am asking that I be given a square deal on this proposition, and that is what you will find in the rank and file. Through the late war they stood to a man, and lots of them need the money that they have invested in war stamps. Some of my money, money that I have worked for and accumulated, is invested, if you will pardon this personal reference, but it is typical of the third-class postmasters, and they are not cashing in, either. I have a couple of carriers who need the money, but they are standing firm and are going to stick it out.

I want to say, personally, I was sorry when Congress repealed the 3-cent postage. The people were not kicking about it. They are exacting more; they are calling for more and better service, therefore, they should pay more, and that is all there is to it. I am not in favor of going ahead and making expenditures without knowing where the money is coming from, but I think that the postage should be raised to take care of it.

Mr. BELL. The records show that the revenue has increased since the postage was reduced to 2 cents.

Mr. BURGE. Possibly so; I don't know about that. That may be true. It is true in view of the fact that the mails are being used more and more all the time. I found out this about the post office business. You have got to stay on the job and you have got to see that your accounts are correct and you have got to see that you are to invest in office ap-

pliances. You can't charge the Government with that. I have a typewriter and an adding machine and a safe, with all of which I am protecting the Government's interests. I don't charge that to the Government at all, because it also helps me. I do that to save time and try to make this thing a go and make it a success.

I want to say this: I notice that the classified clerks were given a substantial raise the 1st of July. I have a lady that helps me that works 10 or 12 hours a day. She does as much work as any clerk in a city post office, and yet there is no provision made to take care of her. I don't see the justice in that. If a person here does a piece of work to the satisfaction of the Government and of the public, and another person over there does the same work, they should both get the same wage. These are things I wish you gentlemen would take into consideration, and, as I said before, this thing of the postmaster supplementing the clerk's wages out of his own salary is another thing for you to take into consideration. I think the salaries should be made so much for the postmaster and so much for the clerk.

The postmaster comes in direct contact with the public; he should uphold the dignity of the Government; he ought to be a high-class man and able to create the impression that we are living under the best Government under the sun, which we are, and we ought to feel that way about it, and we ought to feel that America is proud of the men who serve her and serve her well, and she ought to show it.

Now, I have nothing to say about the high cost of living. No man who pays the grocery bills needs to be argued with along that line. I believe in efficiency, and I believe that a man that does a day's work ought to be paid for it. You have to pay a man enough to make him appreciate his job, and when he appreciates it you get the best in him out of him.

Gentlemen, I know you are tired, and I thank you very much. I was telegraphed by the Arkansas branch of the National League of Postmasters to come over here and I am glad to have had this opportunity.

BRIEF SUBMITTED BY OTIS E. BRANNON, POSTMASTER, KILMICHAEL, MISS.

Not being able to be present at the convening of your committee in Memphis on January 6, I am taking the liberty to write a few statements in regard to the post office at Kilmichael, Miss., and hope you will give them consideration.

The Kilmichael (Miss.) post office is third class and has been such since October, 1916. I am not allowed a clerk—that is, a salary for one—but have to keep one all the time. The work in this office could not be kept up and maintained by one person, therefore it necessitates the hiring of a regular clerk. We have four rural routes emanating from this office, and we supply two interior post offices, namely, Poplar Creek and Lodi, Miss.. Out of each of the above interior post offices there is a rural route, making the work done by the postmaster and assistant at this office the same as supplying eight rural routes or its equivalent.

My salary as postmaster is \$1,200 per annum plus the \$200 bonus allowed us by Congress, commencing July 1, 1919, and ending June 30, 1920. I am allowed \$24 per month or \$288 per annum for separating allowance for the above-named post offices. My sales for the quarter ending December 31, 1919, was \$722.35 and the box rents collected for the same quarter was \$24.93. I have spent between \$500 and \$600 in equipping the post office here and the Government receives all the box rents. The allowance for rent and fuel and light is \$175 per annum. Until coal got so high as it is now this allowance was adequate but at present it lacks about \$12 or \$15 annually of being enough.

The depot agent at this place receives from \$75 to \$100 every two weeks as salary. His clerk is allowed \$84.50 per month payable every two weeks. The bookkeeper at the bank here receives \$1,800 per annum, and so on. I could name other persons doing work for private companies and persons receiving more than the postmaster here.

it, in my opinion, will not be necessary for me to say anything about the high cost of living, as I am sure you are well aware of this fact. But in this connection I will say that the salary I receive from the department is not sufficient for my family and to save anything from it.

I think that this office could pay a salary of \$1,800 per annum to the postmaster and at least \$600 for an assistant. In my opinion, the box rents collected at post offices where the postmaster has purchased all the equipment should be given to the postmaster entirely.

The depot agent and the bookkeeper referred to above do not do any more work or on any longer hours than I am unless they are paid overtime.

I think that the postmaster at a third-class post office should be paid at least as much salary as the highest paid rural carrier in his office. We are made supervisory officers of the rural carriers and everyone of them from my office receive more pay than the postmaster. Their work, when the trip is made in an automobile, is completed in less than four hours and our work is not completed until 6 o'clock p. m. or until business is over.

I would also desire to see a law granting third-class postmasters 15 days vacation every year with pay by the Government additional, the same as is given rural carriers and other employees. This is due us. As it is now, of course we could take 15 days vacation, but we would have to pay the person that stayed in the office while we was gone instead of the Government. A rural carrier can take his 15 days vacation and receive pay for the 15 days and his substitute will also receive pay for serving the 15 days from the Government.

The \$200 bonus give us for the present fiscal year is all the increase, raise, or bonus that a third-class postmaster has received since the beginning of the war and the increasing cost of living. We have been patiently waiting for Congress to do something for us as private lines of endeavor were doing for their employees. Anything that your committee will do in our favor will be highly appreciated by myself as well as all other postmasters in my class. I am sure that your committee will investigate thoroughly and I feel that you will accomplish something for us.

STATEMENT SUBMITTED BY C. W. BOLTON, POSTMASTER, PONTOTOC, MISS.

Permit me on behalf of postmasters and post offices similarly situated as my own to present this statement of facts and not a supposition, as is shown by records from my office, with our plea for increase of salary allowances, post office allowances and fixing of hours of labor to more reasonable and shorter hours.

The following is a copy of the records as made July 1, 1919. This is a third-class central accounting post office, Pontotoc, Miss.; receipts of office year ending June 30, 1913:

Postage sales, \$4,412.08; box rents collected, \$214.32; total receipts, \$4,626.40; postmaster's salary, \$1,600; clerk's salary, \$480; total, \$2,080.

Year ending June 30, 1919:

Postage sales, \$8,836.80; box rents collected, \$430.05; total receipts, \$9,266.85; salary paid postmaster, \$1,700; assistant postmaster's salary, \$500; separating clerk, \$240; total, \$2,440.

The records show that every department of the office has more than doubled in receipts, and also there was only an increase of salaries of \$160. Since this time, however, an increase under a late congressional act gives an increase of \$125 in postmaster's salary, and some increase in assistant postmaster's salary. Since 1913 the addition of the C. O. D. department, increase in parcel post, insurance and weights, the establishing of central accounting office to handle the auditing of the many district offices, which work was formerly done at Washington, the increase in number and size of parcels handled as well as the increase in all departments has made the work very heavy, and practically impossible for the limited number of employees to handle. In addition to the other numerous duties placed upon us has been the handling of thrift, war savings, revenue, and proprietary stamps, which could only be handled satisfactorily by our best and most capable office force. To illustrate, we handled for our county the sale of nearly \$400,000 worth of thrift and war savings stamps, and are now handling several hundred dollars a month in the sale of revenue and proprietary stamps. It is true that the sale of some of these stamps was made through our local banks, we furnishing them with all needed stamps. But since then has come the redemption of thousands of dollars of these stamps, all of which has to be handled through our office, without stationary or forms being furnished for that purpose. During the war we cheerfully did this work, in addition to our

other increased duties. But the increased amount of work, without any additional help or allowances with which to procure it, has made our work very laborious. At my office the Government leases the building with heat and light, but there are many indispensable expenses which must be met and which come out of the postmaster's salary.

Until recently my assistant received only \$41 per month, and only when I notified the department that she had much better salary offered her did she get an increase to \$55 per month. My separating clerk, a girl, gets only \$27 per month from the department, which salary I have to supplement out of mine that she may have enough to live on. I employ girls who are very capable, and do their work well, for no man would accept the positions at the salaries now being paid. Girls in the local banks, doing similar work as my assistant, are paid from \$75 to \$100 per month. Girl clerks in stores, doing similar work as my separating clerk, get from \$40 to \$75 per month. It is therefore not surprising that I find it difficult to keep trained help in my office. There are many expenses connected with offices of this kind which must be paid out of the postmaster's salary, as no allowance is made for that purpose. During the months of November and December it was necessary for me to place an additional clerk, and during part of December two clerks to enable us to handle the heavy work, both of which had to be paid out of the postmaster's salary. The postmaster buys adding machines, typewriters, letter-cancelling machines, and many other labor-saving necessities to enable them to handle the work.

FIXED HOURS OF LABOR.

We believe that there should be fixed and more reasonable hours of labor. For instance, under the present existing conditions, it is necessary for me to get my breakfast and be at the office before 6 in the morning, to receive and distribute early train mail in time for the rural carriers to leave on schedule time. And, with the exception of 40 to 60 minutes at noon, my time must be continually given to the work at the office until 6.30 or 7 o'clock at night, and sometimes later. This necessitates the postmaster giving from 12 to 14 hours daily to the duties of his office, and the clerks almost as much time.

We ask that some provision be made for offices of this kind to reduce the hours of necessary labor or supply additional clerks to handle the overtime work; that more reasonable compensation be allowed employees in the office to meet the high cost of living, as is done in all other departments, both public and civil, without drawing on the postmaster's salary to pay clerks' salaries. While there has been legislation in our many departments, third-class central-accounting postmasters seem to have been left out or overlooked from any legislation granting them relief. My office has eight district offices, 18 rural routes, and two heavy star mail routes supplied through it, the handling of which demands increase in labor and accuracy.

RURAL-DELIVERY CARRIERS.

STATEMENT OF MR. R. R. RANDEL, HOHENWALD, TENN.

Mr. RANDEL. Gentlemen of the commission: We have prepared statistics on the reports gathered through the agency of a questionnaire sent out to the carriers in the State of Tennessee, and I have prepared from that a brief, which I would like to read to you. [Reading:]

1. According to the Department of Labor the rural letter carrier is short of a decent living \$818, but according to his own statement he is short \$572. We believe that every man should be paid an amount equal to a decent living for his services.

2. Any employee who serves well his employer should be in line for promotion, and without such there will be a certain amount of discontent among the employees. I know one carrier who worked six years without losing a single day, and who has never received a reprimand from his superiors in office. It seems that this character of work should be recognized.

3. The rural carrier is the only direct representative of the Government that comes in daily touch with the people of the rural districts, and as such he should be paid a salary that would gain their respect, but he is looked upon as the poorest paid man in the community now.

4. The roads over which the mails are carried should be improved so as to give the people the best possible service, which they are entitled to.

5. I heard the honorable Fourth Assistant Postmaster General say in the city of Washington that the rural carriers should work for less pay because of a war raging in Europe at that time—that was in 1914.

6. In 1914 when the basic pay was fixed for rural carriers, corn was worth 60 cents per bushel; oats, 40 cents per bushel; hay, \$15 per ton. Now corn is worth \$2 per bushel; oats, \$1 per bushel; and hay from \$36 to \$40 per ton; and everything else that we use has advanced accordingly, except our salary, which has advanced 41½ per cent.

7. The average carrier, if he should have a protracted spell of sickness, could not emerge from it financially able to pay his bills, and in view of these facts, he should be allowed an annual sick leave of at least 15 days. Private corporations and concerns allow their employees such leave. Then why not the Government?

8. It is impossible for carriers to procure substitutes to perform their duties at the pay of the regular carrier, because he is making more money than the carrier is, and will not take the place.

9. The average carrier has spent the best part of his life in the service, therefore he feels a certain delicacy in attempting to compete with the more experienced business man in other avocations, but in spite of this the number of resignations from the service seems to have increased materially, and applicants are seemingly few.

The rural letter carriers of Tennessee have data pertaining to salaries, vehicle expense account, and figures showing salaries received by us after deducting vehicle expense from original salary account for year 1919. These data were gathered through the agency of a questionnaire sent to certain points in the State, so distributed as to cover the whole State, yet necessarily limited to avoid burdening incumbent where we to have each and every carrier to respond.

The statements of 336 men here submitted show an approximate salary of \$1,475 per annum, with an average expense of upkeep of horse and vehicle of \$688.56, leaving an average amount for living expenses for the carrier and his family of \$786.44.

These figures are a revelation from the fact that they show that the expense of horse and vehicle upkeep, not purchase price, is 46½ per cent of the salary received by the rural carriers. This data was gathered in August, 1919, before we were aware of the 21½ per cent increase effective July 1, 1919, which will change these figures materially, but not enough to meet the individual needs of the carriers. It has become necessary for the rural carrier to occupy himself in other lines after he has served the Government a day's work in carrying his route, to make a living for his family. Either that or bankruptcy.

We believe that a man who performs a day's work of this character should not be required to put in a double day in order to meet the necessary expense of living.

We are working on a basic salary of \$1,200 per annum with 41½ per cent bonus, which does not compare favorably with the increased cost of living of about 100 per cent.

We believe that every employee should be given credit for his faithful service, and that his efficiency and seniority should be an asset in his favor for promotion, believing that a better class of men can be secured for the service if it is understood that they are in line for promotion, as no energetic man wants a position knowing that there is no way by which he can gain promotion by efficient and faithful service; we are required to be efficient, which is our motto, but we are not given any credit for either seniority or efficiency when we ask for promotion it seems.

Therefore in consideration of these premises we respectfully submit these figures and data, knowing that you would appreciate these facts in the case, hoping they will be of some assistance to you in reaching a just decision in behalf of the rural letter carriers.

NOTE.—The detailed figures and data referred to are on file with the commission.

Senator MOSES. What do you mean when you say in your brief, "opportunity for promotion?" You are not denied that, are you?

Mr. RANDEL. I mean that we are not in line for promotion. If we ask for a promotion we are not given any credit for our efficiency or seniority in the service.

Senator MOSES. You mean as to increases in salary?

Mr. RANDEL. No, sir; if we ask for a promotion in the service.

Senator MOSES. Into another department?

Mr. RANDEL. Yes, sir. I have been in the service for 13 years, and so far as I have been able to learn I am thought no more of by the Post Office Department than a man who came in the service yesterday.

Mr. STEENERSON. But you have been promoted.

Mr. RANDEL. My salary has been increased, but I have not been promoted.

Senator MOSES. Just what do you mean by being promoted. Do you mean becoming postmaster, for instance?

Mr. RANDEL. I mean this: The rural free delivery is not the top, nor anywhere near the top. We think we ought to get credit for service.

Senator MOSES. You can go out and run against your Congressman and seek promotion in that way any time.

Mr. RANDEL. I am not in politics. The position denies me that right.

Senator MOSES. I do not understand this question of your not getting promotion. You are getting your pay raised all the time.

Mr. RANDEL. We might want to change positions. We feel that we should be entitled to recognition for faithful service.

Senator GAY. Have you ever applied for any other place?

Mr. RANDEL. I made application for postmaster.

Senator GAY. How long ago?

Mr. RANDEL. Seven years ago, I guess.

Senator MOSES. That was before civil service; through the influence of your Congressman?

Mr. RANDEL. No, sir.

Senator MOSES. Were you indorsed by your Congressman?

Mr. RANDEL. I was not asking for any political indorsement. I was asking that I be given credit for my efficiency. There was never a black mark against me. I just felt that I was probably in line for promotion.

Senator GAY. Have you made any recent application for promotion?

Mr. RANDEL. No, sir; I have not. I became so badly discouraged that I felt there was no use. Now, the rural carrier is the only direct representative of the Government that comes in contact with the people of the rural districts. In 1914 we were paid a hundred dollars a month. The people of the community then looked upon us as well paid men with a respectable position. Since that time conditions have changed and we are earning just about the lowest salary of anybody in the community.

Senator GAY. What do you think would be a fair salary?

Mr. RANDEL. I have a clipping here. You might take that as authentic—the figures are taken from the United States Department of Labor's schedules.

Senator GAY. We have had those figures a number of times almost every place we have been. I am asking you what you think a fair salary would be.

Mr. RANDEL. According to our expenses we think we ought to have anyway around eighteen hundred dollars a year with maintenance.

Senator GAY. And you are getting now, what?

Mr. RANDEL. Twelve hundred dollars, with a 41½ per cent bonus, which makes the standard route of to-day seventeen hundred dollars, and we buy and maintain our own equipment.

Mr. STEENERSON. Seventeen hundred dollars for what?

Mr. RANDEL. Seventeen hundred dollars for a standard route of 24 miles, and then we are buying and maintaining our own equipment out of that seventeen hundred.

Senator MOSES. Do you use horses or automobile?

Mr. RANDEL. I use a horse practically all the time. My roads are not in such a condition that I can use a car. In 1914, when we were receiving a hundred dollars a month salary, we bought our corn for 60 cents a bushel, oats at 40 cents, and hay at \$18 a ton. We are now paying \$2 for corn, \$1 for oats, and \$36 to \$40 per ton for hay, and it doesn't seem to me that the increase of 41 $\frac{3}{4}$ per cent in salary, or bonus, whichever you choose to call it, is equal to that increase in the cost of living.

Senator GAY. Do you think the position ought to be paid for according to the value of the position, or do you think that the salary should be based on the cost of living?

Mr. RANDEL. I am willing to take it either way. The value of the rural free delivery service is a financial loss to the Government when you put it on the basis of dollars and cents. It doesn't pay its way, but on the whole the Post Office Department makes money.

Senator MOSES. Well, does it?

Mr. RANDEL. That is the question.

Senator MOSES. Does it make money?

Mr. RANDEL. That is my information; that the Post Office Department in the last year has laid up a handsome sum of money, but the Rural Free Delivery Service, as I understand it, has never been designed as a money-making proposition, but for the benefit of the rural districts, who receive absolutely no other agencies from the Government. When I go out on my route I come in contact with men who know absolutely nothing about the other departments of the Government. I am the only direct representative of the Government that goes into that community, and as such we feel that the position is worthy of the respect of the people, because they are looking to us for their daily mail and they have no other source from which to receive it. It seems to me that from the actual standpoint of dollars and cents it is not paying expenses, but taking the whole Post Office Department as a whole, they are making money. Am I correct in that?

Senator MOSES. Well, Mr. Burleson says so. I do not know.

Mr. STEENERSON. I would like to ask you a question about this salary proposition. You say the salaries of the carriers have been increased 41 $\frac{3}{4}$ per cent?

Mr. RANDEL. That is a bonus.

Mr. STEENERSON. The temporary increase?

Mr. RANDEL. Yes, sir.

Mr. STEENERSON. Are there any other post-office employees that have been increased that much?

Mr. RANDEL. I can not say. I am not familiar with the other positions at all.

Mr. STEENERSON. I think you are at the top of the heap. You have gotten more than anybody else.

Mr. RANDEL. I haven't gotten as much of an increase as the employees of private corporations.

Mr. STEENERSON. You say that the rural carriers who go out to visit the farmers were held in higher regard because they had a higher salary a few years ago?

Mr. RANDEL. Yes, sir.

Mr. STEENERSON. And now they are paid less in proportion?

Mr. RANDEL. Yes, sir; less in proportion than they were paid in 1914.

Mr. STEENERSON. What kind of farmers do you call on on your route; large or small?

Mr. RANDEL. Small.

Mr. STEENERSON. What is the average income of the farmers you serve on your route?

Mr. RANDEL. I couldn't say.

Mr. STEENERSON. What is the average acreage?

Mr. RANDEL. Well, some 50, some 75, and some 100 acres.

Mr. STEENERSON. Many of these farmers haven't an income of \$1,700 a year; isn't that true?

Mr. RANDEL. I think practically all of them will beat me. Practically all of them have an income of more than \$1,700.

Mr. STEENERSON. You think so?

Mr. RANDEL. Yes, sir; because they sell me their corn at \$2 a bushel; then they get their other crop in 90 days and have nine months in which to do something else.

Mr. STEENERSON. How many hours a day does it take you on your route?

Mr. RANDEL. The average carrier of Tennessee puts in eight hours and 21 minutes on his route, besides fixing his mail. He puts in 10 or 11 hours.

Mr. STEENERSON. How much would we have to raise your salary to bring your income up to the average farmer you serve on your route?

Mr. RANDEL. I couldn't say. I never figured that. I think it would have to be placed at \$1,800 a year with maintenance, because he can go out and do something else for nine months in the year.

Mr. STEENERSON. In your district the farmers only work three months in the year?

Mr. RANDEL. Practically that—in the cultivation of his crop.

Mr. BELL. Do the rural carriers have an organization in your State?

Mr. RANDEL. Yes, sir.

Mr. BELL. How many of them are connected with that organization?

Mr. RANDEL. Some five or six hundred.

Mr. BELL. Is your organization affiliated with the American Federation of Labor?

Mr. RANDEL. No, sir; it is not.

STATEMENT OF MR. A. N. POWELL, STANTON, TENN.

Mr. POWELL. Gentlemen of the commission, I am before you to represent Arkansas, Mississippi, and Tennessee.

You have heard what Mr. Randel had to say. In regard to our present salary basis, we are now getting a bonus that brings us up to \$1,748 on a 26-mile route. I am speaking from my own experience and some affidavits. The figures I am giving you were procured from some questionnaires sent out last May, and there are statistics given to these gentlemen by their postmasters, and affidavit has been made as to the statements covering the cost of expenses, and so forth.

The annual mileage in these three States as compiled from these statistics is 24.18—that is the average. These statistics were taken indiscriminately. The average cost of upkeep was \$638, according to these statistics, a year, although half of them did not give the depreciation in full for their outfit. The average number in family of these carriers was four and a half.

Now, it takes at this time at least 15 per cent more than it did at the time these figures were gathered to pay the feed bills for their stock, because all feeds have increased since that time. We are placed in this position: That we are getting pay, on a basis of the per cent for the maintenance, away below what it actually costs at the present time.

We are living all the time in anticipation of the next Congress that is to meet, and that is now in session, in the hope that they will do something to give us some help by next July, because we lose all hopes next July if there is not something done. What we want is a permanent salary. We want to be placed on a basis where we know we can live as representatives of the Government should.

Senator GAY. What do you think would be a fair permanent salary?

Mr. POWELL. I think about \$2,000 and \$700 for maintenance would be very fair for the rural carriers. I carry the mail on a route where there are 105 boxes. I deliver about 10,000 pieces of mail. I have forty some odd boxes belonging to white men and the rest to negroes, and I want to say to you gentlemen that those negroes who are renting that land out there are getting more money than I do.

Senator GAY. What do they raise; cotton?

Mr. POWELL. Cotton.

Mr. BELL. How long has that been the case; that they make more than you?

Mr. POWELL. For the last four or five years, and always they made as much. I dealt in produce and things of that sort and some fellow got envious of it and reported me, and they stopped me. I was making a living and made my expenses on carrying the mail. We can not do that now.

Senator GAY. How long ago was that?

Mr. POWELL. About eight or nine years ago, when we were getting \$720 a year. When you get up every morning at 5 o'clock and curry a horse and get him ready to go, and put in an hour and a half a day making preparations to carry the mail before you go down to the post office, and then at night when you come back with your horse all froze up with mud and sleet you have to clean him off or he couldn't go out again the next day. In the winter a rural carrier has very little time to do anything but carry the mail. In the summer time he is exhausted by the time he makes a 30-mile route in a buggy. Consequently I think the Government should take care of us along that line.

Here is the statement of a carrier with a basis of salary of \$1,240—his name is John M. Abercrombie—and with the bonus that brings it up to \$1,748.

Senator GAY. What work does he do on the outside?

Mr. POWELL. I couldn't tell you what he does, but if he is like me he doesn't have time for much. By the time you get through the

chores around your home, and you have to do them yourself, because it costs more to hire a man than you make yourself—I couldn't hire a mechanic in my town to nail shingles on my house or anything else for less than \$5 a day.

The loop routes and the star routes are something I think should be given some attention by this commission. I carry star-route mail at one office up there and I carry sometimes five or six sacks a day. I carry as much mail to that star-route office as I do on my own route. There are other carriers at my office that do not carry a greater amount of mail, but they do not carry a star route and they receive the same amount of salary that I do. I never receive a cent for carrying that and it cost the Government \$500 a year before I came there.

Mr. BELL. Have you ever asked for extra compensation for that work?

Mr. POWELL. I asked Mr. Blakeslee how I could proceed to get help, and he said he did not know. I said there was mighty little justice in it. I said there was mighty little justice in the way carriers were paid. I wrote to my Congressman and he said that I should take it up with Mr. Blakeslee, and I didn't see any use taking it up further with him. Take the city mounted carrier, the Government allows him \$37.50 a month. We are not asking for \$37 a month. We are asking for \$700 for maintenance, which we really need, and we are also asking for \$2,000 straight salary.

STATEMENT OF MR. R. E. BAKER, WINCHESTER, TENN.

Mr. BAKER. Gentlemen, I represent the rural carriers of Tennessee. I deem it unnecessary to repeat what has already been said—that we are working for an inadequate salary. I assume you are already in possession of that fact, but I do desire to call your special attention to some of the problems that confront the rural carriers to-day.

First, I want to mention the high cost of living that comes to the carrier in the support of his family; next, the rising cost of maintenance of his equipment. While food and clothing has advanced, the maintenance of equipment has advanced equally as much.

Referring to the questionnaire that was sent out by the commission to be filled out by the rural carriers, I refer to one filled out by Mr. Frank E. Pittinger—this is from my home office, and I am confining much of what I have to say to my own locality, because I am familiar with the conditions that exist there. I refer to questions 9, 10, and 11. The carrier has seven in the family all dependent upon him. His salary only allows him \$122.75 per capita per year for actual living expenses.

Now, that includes the necessary food, clothes, proper recreation, State, church and patriotic obligations and educational advantages. You can clearly see from those figures the point I wish to make as to inadequate salaries. Permit me to say that at the close of the year, this carrier's salary lacked \$500 of supporting his family, hence he was forced to do other work to augment his salary. He is secretary of the Franklin County Creamery Association, a co-operative association. He is doing that work to make up his deficit in salary. There is just one point I want to make right there.

According to the rulings of the department, for a rural carrier to augment his salary, he is not permitted to engage in any competitive business.

Mr. BELL. You have to work for somebody else?

Mr. BAKER. You have to work for somebody else, yes; and it isn't an easy matter to augment your salary just for that reason. I am augmenting my salary by keeping a set of books.

Senator GAY. How many hours a day do you devote to the service—the Postal Service?

Mr. BAKER. Practically eight hours. I wouldn't undertake to give you the exact figures, because I do not have that at hand, but we give eight hours. I have two schedules—sometimes I use a Ford car. When I use the Ford I usually consume three and a half to four hours. With the horse and buggy it runs about eight hours. That includes the work in the office. Besides that, you might be an hour and a half getting ready before you get to the office in the morning, and also in getting ready before your supper when you get back to the office at night.

From the statement which I have here I find that the average time is 8 hours and 21 minutes and the average deficit in salary is \$572.04. Let me ask you to follow these figures closely. The average maintenance of equipment is \$688.56, and the average deficit is \$572.04. Now, if the Government had allowed this maintenance of equipment, these carriers would not have suffered this deficit in salary, but would have had a little saving of \$116.52. He would have been able to lay up a little over and above his expenses. Now, every working man should be allowed a salary sufficient to meet the actual necessities of life, plus a nominal saving. It is up to him whether he saves this overplus or not, but he certainly should have the necessities of life plus a nominal saving.

Out of our home office there we have seven carriers, six of these carriers are doing outside work and the seventh carrier told me just a few days ago that he had recently sold his home, and he told me he had to sell it to pay the debts he had incurred in about the last three and a half years. He has a long route. He leaves in the morning and gets back at 7 o'clock at night and doesn't have time to do any outside work, and he tells me he has gone into debt on the proposition.

I would like to call your attention to the average time. This average time is 8 hours and 21 minutes. That is 21 minutes more than the Government works its employes, and in addition to that there is the additional work, which would be about an hour and a half, considering they must get ready in the morning and also when they come back in the afternoon or evening they have to put their equipment up and so forth.

The next point I desire to call your attention to is that rural carriers are required to carry mail for loop and star routes and, in some instances, without compensation. Here is a condensed statement of Winchester No. 4 route. In the year 1919 he wrote 1,029 money orders for loop route No. 6, carried 495 sacks of mail (these were large tie sacks used by the railway mail service). This mail weighed 23,522 pounds.

Senator MOSES. Did you say how that compared with his regular mail?

Mr. BAKER. I don't understand you.

Senator MOSES. How did that compare with his regular mail?

Mr. BAKER. That was a little more than his regular mail, I guess. I don't know how much, but that is a pretty heavy route, that loop route. It is possibly one of the heaviest routes out of that office. He carries more than 5,000 pieces a month.

STATEMENT OF MR. G. H. FULGHAM, McKENZIE, TENN.

Mr. FULGHAM. Gentlemen, I shall try not to consume your valuable time by going into unnecessary details. I shall endeavor to present very briefly for your consideration an outline of what we require, together with our principal reasons for asking greater remuneration.

In the first place, we come to you asking aid because necessity and the very nature of our position demands, as has been stated, that we maintain several points of contact with the high cost of living, in the initial purchase, in the rapid depreciation in value, and the consequent upkeep expenses of all the equipment incident to our service, and when you consider, as we are forced to consider, all these different items of expense, you are at once brought to a knowledge of the fact that in order to maintain and operate this equipment in the manner prescribed by the Post Office Department costs us, and this is not theory, but fact; it is not merely approximate, but accurate information obtained from rural carriers in my immediate territory that it actually costs us, at the lowest possible estimate, all the way from a minimum of \$2.50 to a maximum of \$4 per day, leaving us, according to the length of the month—the number of working days therein—all the way from \$1 to \$2.50 per working day with which to defray all personal living and family expenses.

Our second reason for insisting upon more adequate compensation is because the very nature of our position as a civil-service employee, considering this expense we are bound to incur in the operation of the service, and considering the amount of salary we receive, is not in keeping with the salaries paid other employees of the different departments of the service, whose duties are no more essential to the public welfare, whose labors are less arduous, less exhaustive upon the physical man, and where absolutely no investment in the way of equipment is required, and our third reason for urging further relief is that we represent an arm of the service which has grown to be absolutely vital and essential, not only to the material and educational, but in a less broad way, to the moral, social, civic, and in a still more remote way, to the religious and, in some degree, to the spiritual development and welfare of the entire country, and a service which can be, with the personnel and by the morale of the men you now have engaged in it, not only maintained in its present high order of efficiency, but, if not rendered inadequate or inefficient on account of salaries which are not commensurate with the service performed, be made to promote and contribute more and more to the upbuilding and enlightenment of our great rural districts, thereby playing its part, and no small part, in laying the foundations for an even greater and higher civilization.

It may be an erroneous conception on my part, but it seems to me that practically all the reforms, or at least the majority of them, that are instituted, have their origin, or at least the inception of the

thought and the advocacy of the principles that make their existence possible, in the great cities and then filter down through the towns into the remote parts of the country, but, if the present standard of rural delivery be maintained with its educational influence upon country life and its resultant influence upon all the various activities of the Nation, it will accomplish more than anything else toward bringing about a different order of affairs, by making it possible for these great reforms which benefit city and country alike to originate in the country and permeate the great industrial centers, thus bringing city, town, and country into closer contact where they may study each other's interests more and permitting a better understanding of each other. This will have a tendency to break down the barriers and remove the petty prejudices which exist between them, uniting them in purpose, thought, and action, welding them into one homogenous whole and thereby strengthening the fabrics of our great Republic.

Senator MOSES. How long have you been in the service?

Mr. FULGHAM. Seventeen years.

Senator MOSES. What was your occupation before that?

Mr. FULGHAM. Well, sir, when I was 17 years old I commenced teaching school in the country and I had five consecutive schools and then I was deputy postmaster at McKenzie for two years; clerk in a dry-goods store for one year, and from that I went into the Rural Delivery Service at a salary of \$50 a month, and then I made more money than I do now.

Senator MOSES. Did you find at that time this same condition the other witnesses have spoken about, namely, enhanced respect for the post-office employee?

Mr. FULGHAM. Well, sir, I think I commanded more respect as deputy postmaster in McKenzie than I do as a rural carrier.

Senator MOSES. You may have looked more dignified looking out through the wicket than you do in your cart.

Mr. FULGHAM. The position he maintains, I suppose, is that the amount of respect due a letter carrier is commensurate with the salary he receives.

Senator MOSES. That was the implication.

Mr. FULGHAM. I certainly can agree with him to some extent, because it is impossible to keep our equipment up to the standard and perform the efficient service we should without engaging in some other line of occupation which does not come in conflict with the department or with the restrictions imposed by the department.

Senator MOSES. Do you know anything about the income of the patrons on your route?

Mr. FULGHAM. That varies. Some of them are croppers, but most of them are farm owners. It would be absolutely impossible for me to say. There is a great potato-raising industry there and they make a great deal of money in that, but it is not determined what their income will be yet, because it is in its incipency, but I should say that the fact that some who have been rural carriers in my immediate vicinity have resigned their position and have gone back to the farm is the most potent argument, I think, that farm life is not only to be preferred to that of a rural carrier, but that it pays better.

Senator GAY. You have one minute left, Mr. Fulgham.

Mr. STEENERSON. When you speak about the cost of maintenance, what do you say the cost of corn is?

Mr. FULGHAM. Corn sells for \$2 per bushel.

Mr. STEENERSON. And oats?

Mr. FULGHAM. I haven't bought any oats. I can't answer that question.

Mr. STEENERSON. Do you buy those from the farmers?

Mr. FULGHAM. The way I am doing right now, I am hiring my team.

Mr. STEENERSON. But is there any reason why a carrier could not buy corn and oats along his route where they are raised?

Mr. FULGHAM. No, sir; there isn't any reason, but it wouldn't cost him less than anywhere else.

Mr. STEENERSON. The farmer will charge him up to the top price?

Mr. FULGHAM. They will charge him as much as anyone else.

Mr. STEENERSON. He could very well haul a bag of corn or oats on his way home, couldn't he?

Mr. FULGHAM. On his mail wagon?

Mr. STEENERSON. Yes.

Mr. FULGHAM. He would hardly have room with the congested condition of the parcel post.

Mr. STEENERSON. The parcel post goes out and the corn comes in?

Mr. FULGHAM. He wouldn't have room for that in his mail wagon.

Mr. STEENERSON. Do you mean to say he couldn't carry feed for his horse in his mail wagon?

Mr. FULGHAM. Not more than a feed for dinner, perhaps.

Mr. STEENERSON. I have just been looking at the market reports and I see that you are figuring that it costs you more than you can buy it for right here in Memphis. He said \$40 a ton for hay, and the highest price quoted here is \$39. Corn is only a dollar eighty-four, I think.

Mr. FULGHAM. Well, Judge Moon—I think you are Judge Moon.

Senator GAY. No; that is Mr. Steenerson.

Mr. STEENERSON. He is a friend of mine.

Mr. FULGHAM. Owing to the fact that I hire a team, I can not state to you what it costs. The livery men won't furnish me at all. A man who lives about a mile from town has been furnishing me a team simply because he would have to feed them anyhow. I am paying him \$60 for the team alone and furnishing the wagon.

Mr. STEENERSON. I think it was the other carrier who mentioned that he paid \$2 a bushel for corn, and here it is a dollar eighty-four. Isn't it true you said \$2 a bushel?

Mr. RANDEL. It is true.

Mr. STEENERSON. Then the farmers charge you more than the market price?

Mr. RANDEL. Yes, sir.

Mr. STEENERSON. Then, what is going to become of this farm-to-the table movement that was intended to remove the middleman?

Mr. RANDEL. That is quoted in carload lots, wholesale. Corn has been selling in our town for \$2 a bushel.

Mr. STEENERSON. It is important for us to know if there is anything in this theory that the parcel post will reduce the cost of living. I understand that the department claims that the rural free delivery

was inaugurated to reduce the cost of living by bringing the farmer close to the consumer. Here we have the very men that are there to perform that duty paying more than the market price.

BRIEF SUBMITTED BY J. C. WOOTEN AND THE OTHER RURAL CARRIERS OF CLEVELAND, TENN.

The rural carriers of Cleveland, Bradley County, Tenn., beg permission to submit to your honorable body the following brief in behalf of ourselves and other rural letter carriers in general:

There are a number of matters of such common notoriety that it is useless to call your attention to them, the principal one being the present high cost of living as compared with the present pay of rural carriers and the present cost of material and equipment necessary to the performance of our duties, namely, horse feed, buggies, harness, live stock, and upkeep of equipment.

Rural carriers are of necessity mounted and are the only employees in the classified civil service whose mounts are not taken into consideration. There is no fund to defray the expense of maintenance of horses in our service. The pay of the rural carrier has not been increased proportionately with the constantly increasing cost of living and maintaining his equipment. No complaint was registered during the stress of war, but the carriers loyally stood with their duties and patriotically did all within their means and power to do their full share. Now it is a case of self-preservation on the theory that the laborer is worthy of his hire, and we do not believe that the commission is willing to see faithful public servants grind out their lives for a mere pittance. We believe it the inherent right of every American citizen to rear a family and his duty to educate his children for useful lives. This he is unable to do at the present time. His standard as a citizen is lowered because he is financially unable to keep pace with the times and to give his family the necessities of life on his present pay.

In order to more clearly show what is required, a rural carrier must provide two horses and a heavy buggy or mail wagon before he can enter upon his duties, which means an expense of at least \$600. Two horses are absolutely necessary. It requires \$2 a day to feed two horses. The following table is prepared to show just what expense the average carrier is put to to maintain his equipment:

Maintenance 2 horses one year.....	\$730
Depreciation of buggy.....	80
Harness and repairs for same.....	40
Horseshoeing and buggy repairs.....	40
Total.....	890

Buggies which formerly cost \$80 are now \$160. The average life of a buggy on a rural route is two years. All other items have increased in like proportion.

There has been a marked increase in the volume of mail handled by rural carriers at this office, and we believe conditions are similar everywhere, due to the popularity of parcel post. The country people have shown an increased interest in current affairs and subscribe liberally to daily newspapers and other publications.

It is shown that the average rural carrier has an expense for equipment and maintenance in excess of 60 per cent of his salary, leaving the remaining 40 per cent to feed and clothe his family and support his home. The duties of a carrier on a standard route require his entire time, and if they did not there is a prejudice against his entering business, which he is unable to do if he were so inclined and there were no restrictions against. Many carriers have grown old in the service. The retirement of those superannuated on a liberal pension is not only a move toward efficiency but is economy, and the passage of such a measure is indorsed by the carriers of this office. We also believe that there should be an established court of appeals for employees in the classified civil service for the settlement of questions arising for adjustment. We indorse the establishment of such a body. In conclusion, we earnestly ask that your honorable body give serious consideration to the matter of salary, that we may be permitted to live in keeping with the average laborer. We believe that carriers of standard rural routes should be granted a salary of \$2,000 a year and routes of less length be increased proportionately.

SUPERVISORY EMPLOYEES, INCLUDING SPECIAL CLERKS, AT FIRST AND SECOND CLASS POST OFFICES.

**STATEMENT OF MR. E. H. KLINE, SUPERINTENDENT OF
MAILS, MEMPHIS, TENN.**

Mr. KLINE. Gentlemen of the commission, I represent the supervisors and special clerks of Tennessee and Arkansas particularly, but we also have representatives here from Alabama and from the adjoining States.

I am submitting a brief in the interests of the supervisors and special clerks. The statements contained herein are based principally upon information from the Memphis office and also that supplied by Nashville, Tenn., Little Rock, Ark., and Birmingham, Ala. In conducting your investigations in other cities you have no doubt amassed a great deal of facts and information applicable to first and second class post offices. It is therefore not our purpose to reiterate these things which you have heard elsewhere, but to inform you as to local conditions.

I want to call your attention to the fact that Memphis is not only the largest inland cotton market in the world but also the largest hardwood lumber market, and therefore the employees of the post office come in contact, in living conditions, with the employees of these large concerns, with millions of dollars invested in them.

The salaries paid to employees of these industries, as shown in my brief, are set at a very high aggregate.

Senator MOSES. How long has that prevailed?

Mr. KLINE. That has prevailed for a period of two or three years, in this section particularly. Take the cotton firms: The secretary and treasurer receives \$5,000; bookkeeper, \$2,700; cotton bookkeeper, \$2,100. The wholesale hardwood lumber companies: Salesmen receive \$6,000 per annum; bookkeeper, \$2,100; lumber inspector, \$2,100; yard foreman, \$2,400; while common labor gets \$4 per day.

In the wholesale grocery concerns in Memphis—Memphis is the third largest wholesale grocery jobbing market in the United States—bookkeepers get \$2,400, city salesmen, \$2,400; and shipping clerks \$2,400. In the woodworking plants the mill superintendent gets an average of \$2,700; the assistant superintendent, \$2,400; the inspectors, \$2,100; and the machinists get \$6 per day.

We have a great many industries in the automobile line, and auto mechanics get \$60 per week; carpenters, 80 cents per hour; and bricklayers, \$1 per hour. In the department stores the heads of departments are paid \$2,400 to \$2,600 per annum and bookkeepers \$1,800 to \$2,400.

In addition to this, most of the employees of these concerns receive substantial bonuses, sick-leave privileges, vacations, etc.

We want to call your attention to some figures covering the actual expenses of post-office clerks in Memphis during the year 1919. We are not dealing with a theory; we are not telling you what might be; what we are telling you now is what actually happened during 1919, and I want you to accept it as a fact, because we can substantiate everything I say.

One clerk with three in his family made up his deficit by working overtime, as well as using the earnings of his wife as a seamstress, and this clerk's wife at present is assisting in taking the census.

Another clerk with three in the family. This clerk worked as a janitor, sublet part of his house, and also drew all of a small income his wife had.

Another clerk with three in the family. This special clerk repaired shoes on the outside to make up his deficit.

These are all special clerks to which I am referring.

There is another clerk with four in the family. He rented a portion of his house and worked overtime in order to be able to live. Another clerk worked overtime in the office and held a clerical job on the outside with a restaurant, and also borrowed money from his father-in-law in order to get by.

I would like to call attention to two or three cases among the supervisors in the Memphis post office.

One supervisor with four in the family. He had no opportunity for outside work because of his particular employment, and he is therefore in debt.

Another supervisor—salary, \$2,025; expenses, \$2,460. His wife kept boarders to make up the deficit.

Another, with four in the family, with a similar salary, \$2,025, had expenses of \$2,520, had to fall back on a small outside income from another source.

Here is an example of a supervisor with six in the family: His salary was \$1,863 last year and his expenses \$2,630. This supervisor had to take two of his boys out of school and put them to work, and that has robbed them of their education. This supervisor further states he has been in the Postal Service for 16 years. His present rate of pay is \$1,925, and he has a married son who has been employed by a local bank less than two years, and this married son draws \$2,300.

These supervisors and special clerks have no opportunity for recreation, for amusement, or for outside education or personal advancement, and we hold that these things are legitimate; that they are natural and necessary to the well-being and healthful mental activity of the individual. Luxuries we can not have. Ordinary comforts have been denied us, and many of us have been forced into debt. No man can give the best that is in him when he is worried over the question of where and how he is going to get the money to satisfy his creditors.

These cases that I have stated are not extreme; they are simply the average cases. Many of the men in the Memphis office have held on, waiting and hoping that some action would be taken to relieve them of this financial strain, whereas if they had sought employment in the outside world no doubt they would have done better. I base that statement on these facts. Of those employees who left the Memphis office last year—

Senator MOSES (interposing). How large is the regular force?

Mr. KLINE. The regular force is 156 clerks. We have 350 employees, and the roster of our regular clerks is 156, and 43 left during the last year. One left a position in the post office that paid eighteen hundred, and during the portion of the year that he was out made over \$10,000 in contracting and building. An assistant superintendent of mails who resigned a position paying \$2,025 is now drawing between four and five thousand dollars, while a former special distributor who went to the farm, raised his income 80 per cent

by so doing. One clerk, who received \$1,600 and was removed from the service because of irregularities, is now being paid \$2,400 with a bonus. Gentlemen, it is a sad commentary when a man not considered fit to be in the service can go out and immediately raise his earnings 50 per cent.

We are not going into a repetition of what you must have heard elsewhere—the operation of the post offices and the value of the special clerks and supervisors in connection therewith.

Senator MOSES. We would be glad to have you give us something on that.

Mr. KLINE. I want to say that the receipts of the Memphis post office for the calendar year were one million and a half; the amount of money orders issued was about a million and a half; money orders paid, about three million; while we received in deposits from other postmasters \$9,000,000, but I want to call attention to the fact that in addition to the ordinary business done by post offices of this class we have what is known as a terminal, where we work from three to seven thousand sacks of parcel post and more than a quarter million letters and circulars daily, which shows you that we are handling an amount of business which requires careful supervision.

Senator MOSES. Daily, did you say?

Mr. KLINE. Yes. We receive circulars from New York; we receive seeds sent out by Congressmen from Washington.

Mr. STEENERSON. Can you state how many ordinary letters?

Mr. KLINE. The first-class letters run in excess of a hundred thousand.

Mr. STEENERSON. And the circulars, how many?

Mr. KLINE. The circulars and the matter we get from Washington, in the way of seeds, pension checks, etc., will run something over two hundred thousand.

Mr. STEENERSON. There are more of these circulars and official mail than first-class mail?

Mr. KLINE. Yes, sir; for this reason: We operate what is known as a terminal. We took it over from the Railway Mail Service four or five years ago, and this is advertising matter that comes from the large offices—Chicago, St. Louis, etc.—for redistribution to the cities in Arkansas, Mississippi, Tennessee, and so forth. That is why the circulars in this office are in excess of the first-class mail. The parcels post here runs from three to seven thousand sacks a day.

Mr. STEENERSON. How does that number of sacks compare with the number of sacks of third class and first class mail?

Mr. KLINE. Our sacks of third class will run between a hundred and a hundred and fifty sacks a day, but, you see, each one of these sacks contains an unusually large number of pieces.

Mr. STEENERSON. And how many pouches of first-class mail?

Mr. KLINE. We make about a hundred and fifty-five pouches a day out of this office.

Mr. STEENERSON. They are smaller than the sacks?

Mr. KLINE. Yes, sir. They contain a smaller amount of mail. Some of them are entirely full, but we make a lot of what are known as "express pouches," which contain a small quantity of mail.

You asked a while ago how many employees we have. We have on our roster 156 regular clerks, 110 regular carriers, and we use an average of 40 to 50 substitute clerks in this office and 15 to 20 substitute carriers.

I would like to call attention, while we are on that point, to the difficulty in obtaining help at this office, and this, in turn, bears on the work of the supervisor, because in handling men you will understand it requires twice as much supervision to manage the inexperienced kind of employee as it does ordinary help.

In 1918 we had more than 80 resignations in this office, in 1919 we had more than 40, and during the last six months alone we appointed more than 140 temporary substitutes in this office with a view to obtaining enough men to handle the work. Some of these will come and work a day; some, a week and then they will leave. The service isn't attractive to them at all. We have not been able to maintain an eligible list in this office for the last two or three years. In December, the month just passed, we had more applicants for this civil-service examination than we ever had before, and then we had less than 40 for the position of clerk, even considering the 60 cent rate now in existence for substitute clerk. That shows you clearly, gentlemen, that the post office is not attracting either competent or incompetent men. They do not want the job even at 60 cents an hour, because they can make more money on the outside in this particular section.

I want to say to you gentlemen, under the present conditions especially, when we have so much green help in the post office, that there isn't a supervisor in the Memphis post office or in any of the other large post offices in this section that couldn't save to the department annually his entire salary by careful and conscientious supervision. The amount of work done, the class of men used, and so on, is such that if the department will recognize this fact and make the salaries such as will retain the efficient men they have, they will save the salaries of these men very readily, because of their ability to produce the maximum output, and that without any difficulty. That will be established if you will consult our records for overtime and for auxiliary work, and the heavy expenditure for the latter especially.

Senator MOSES. You think, then, that the grade of special clerk is a useful one in the service?

Mr. KLINE. I do. I think it is a useful grade, because it offers the ordinary clerk in the post office who wants to make a special effort to fit himself and make himself efficient a stepping stone to a supervisory position. In a great many offices supervisory appointments do not come very often; there are not many vacancies, but the grade of special clerk allows the clerk who wants to make himself efficient to get into a grade where the pay is better and where he can, in the meantime, be fitting himself for a supervisory position when a vacancy does occur.

Senator MOSES. You think, then, that its special importance is that of a reward for faithful service and as an intermediary between a clerkship and a supervisory position?

Mr. KLINE. I do.

Senator MOSES. You wouldn't regard them as parasites?

Mr. KLINE. I would not.

Senator MOSES. They have been so characterized in some of the hearings before the commission.

Mr. KLINE. I know a great many special clerks all over the country who have been promoted for meritorious service. They are not

parasites, but one of the biggest factors we have in the post office which makes for efficient service.

Senator MOSES. Would you place any limitation on a post office as to the number to be appointed?

Mr. KLINE. I think so. I think there should be a comparatively small percentage of the force included in the special grade. I should say, just as a general proposition, that the number of special clerks should just about equal the number of supervisors in an office, which is about 1 to 10 of the force—about 10 per cent of the force.

Senator MOSES. How long have you been in the service?

Mr. KLINE. Twenty-two years.

Senator MOSES. How did you begin?

Mr. KLINE. First as a substitute railway postal clerk. Then I was taken into the office of the chief clerk of the Railway Mail Service at Indianapolis and subsequently made assistant chief clerk. I went from there to the position of post-office inspector, and I held that for eight years, and was then made superintendent of mails in the Memphis post office.

Senator MOSES. What is your salary?

Mr. KLINE. \$2,600 plus 5 per cent. I want to say in my case that you may ask me why, if I am not satisfied with that salary, I don't get out. I want to say that when I started in 22 years ago it looked attractive, and I went into it to make a life work of it. I have been in various branches of the service and I like it, and I have gotten to the point where I think I could be of some benefit to the department. I have been offered more on the outside, but I have declined, and am hanging on, hoping you gentlemen and the department are going to give us what is due us.

(Mr. Kline's brief follows:)

BRIEF SUBMITTED BY MR. E. H. KLINE.

This brief is filed in the interest of the supervisors and special clerks of the States of Tennessee and Arkansas. The statements herein contained are based directly upon facts obtained from the employees of the Memphis post office, but which are likewise true in other offices of any size in these States. Your honorable body in conducting these investigations in numerous other cities has, without doubt, accumulated a great mass of information and figures which are applicable to practically all cities having first and second-class post offices. It will therefore not be our purpose to attempt to reiterate what you have heard elsewhere regarding the character and qualifications of the men who are included in the classifications of supervisors and special clerks, nor will we attempt to repeat the ever-present arguments regarding the high cost of living and the inadequately of our salaries to cover the same. Rather will we attempt to inform you regarding the conditions which obtain in this section.

You are probably familiar with the fact that Memphis is not only the largest inland cotton market in the world but also the largest hardwood lumber market, therefore the post-office employees come in direct living competition with the employees of these two big commercial industries, in which millions upon millions of dollars are invested. Following the unprecedented prosperity of concerns in business in these lines, which predominate in this section, they have set the salary standard for employees at a high figure. Competition for labor of the better sort has consequently grown keener and salaries have advanced accordingly. Increases in rents and living costs have naturally followed. Post-office employees earning smaller salaries are required to pay similar prices in order to live. Even the common laborers employed by these industries receive such a high scale of wages that the post-office employees in this section are outclassed at every turn, whether it be in the renting of a house, the purchase of a suit of clothes, or the buying of foodstuffs.

As an example of the salaries paid in commercial lines, your attention is invited to the following figures secured from firms in the several lines of business indicated, from

which it is readily apparent that employees in various commercial lines having less responsibility, less technical knowledge, and in most cases fewer years of experience, receive much higher salaries than postal employees of comparative rank:

Cotton commission houses:

Secretary and treasurer.....	per annum..	\$5,000. (M)
Bookkeeper.....	do....	2,700. (M)
Cotton bookkeeper.....	do....	2,100. (M)

Wholesale hardwood lumber companies:

Salesman.....	do....	6,000. (M)
Bookkeeper.....	do....	2,100. (M)
Lumber inspector.....	do....	2,100. (M)
Yard foreman.....	do....	2,400. (M)
Common laborer.....	per day..	4. (M)

Wholesale grocery concerns:

Bookkeeper.....	per annum..	2,400. (M)
City salesman.....	do....	2,400. (M)
Shipping clerk.....	do....	2,400. (M)

Wood-working plants:

Mill superintendent.....	do....	2,700. (M)
Assistant superintendent.....	do....	2,400. (M)
Inspector.....	do....	2,100. (M)
Machinist.....	per day..	6. (M)

Auto mechanic..... per week.. 60. (M)

Carpenter..... per hour.. 1. (M)

Bricklayer..... do.... 1 (M)

Department stores:

Head of department.....	per annum..	\$2,400.00—\$2,600. (M)
Bookkeeper.....	do....	1,800.00— 2,400. (M)

In addition to the payment of these salaries, these employees receive substantial bonuses, vacation privileges, etc. As against the above figures, we desire to set out a few statements of the expenditures of post-office special clerks and supervisors taken at random from statements submitted by these employees covering the calendar year 1919.

Clerk A, three in family, salary \$1,675, expenses \$1,843. Deficit made up by working overtime, by the earnings of his wife as seamstress, and that she is now assisting in taking the census to earn more money.

Clerk B, three in family, salary \$1,675, expenses \$2,305. Acted as janitor, sublet a portion of his home, and drew on a small income of his wife.

Clerk C, three in family, salary \$1,675, expenses \$2,363. Repaired shoes to earn additional money.

Clerk D, four in family, salary \$1,675, expenses \$2,280. Rented portion of his home and worked overtime.

Clerk E, five in family, salary \$1,675, expenses \$2,477. Owes \$350; worked overtime and had no opportunity for recreation or amusement, as well as no money for the same.

Clerk F, five in family, salary \$1,675, expenses \$2,481. Worked overtime in office, held clerical job on outside, and secured assistance from father-in-law.

Clerk G, six in family, salary \$1,675, expenses \$2,160. Earned \$339 working overtime and owes \$600 besides.

Supervisor A, four in family, salary \$1,812, expenses \$2,274. No opportunity for overtime or outside employment; is in debt.

Supervisor B, four in family, salary \$2,025, expenses \$2,460. Wife kept boarders to make up deficit.

Supervisor C, four in family, salary \$2,025, expenses \$2,520. Had small outside income.

Supervisor D, four in family, salary \$2,025, expenses \$2,668. Had rental from small house and life insurance from death of son.

Supervisor E, six in family, salary \$1,863, expenses \$2,630. Kept his two boys out of school and put them to work, thus robbing them of their education. This supervisor further states that he has been in the Postal Service 16 years, and his present rate of pay is \$1,925, while he has a married son who has been employed by a local bank for less than two years and draws \$2,300 per year.

In this connection we respectfully urge that education, recreation, and amusements are regarded not only as legitimate, but as actually necessary to the well-being and healthful mental activity of the individual. Post-office employees must forego these, nearly all of them, for lack of money and many for lack of time, because of the necessity

for making overtime in the office or finding outside employment in order to add enough to their salaries to live.

Luxuries we can not have; ordinary comforts should not be denied us; necessities we must have. Many of our number have been forced into debt in order to provide ordinary family requirements; and this constant worry over financial matters keeps them from giving their best to the service. For no man can give cheerful and enthusiastic service or make such service 100 per cent efficient when his very soul is being eaten out by this ever-present anxiety. No man can give the best that is in him when his mind is distressed with the question as to where and how he will obtain the money to satisfy his creditors.

The foregoing instances of financial difficulties of underpaid employees are not cited as extreme cases, but are generally indicative of the condition in which most of the special clerks and supervisors find themselves. Many of them have held on, waiting and hoping that some action would be taken to relieve them of this financial strain, while, had they sought employment in the commercial world, they would, in most cases, have bettered their condition to a great degree. As examples of this, your attention is invited to a few of the cases of employees who have left the Memphis office during the past year. One such employee left a salary of \$1,800 in the post office and has already made more than \$10,000 in contracting and building. An assistant superintendent of mails, who resigned during the latter part of 1919 on a salary of \$2,025, is now earning more than double that rate. A former special clerk is now being paid \$2,400. A former distributor increased his earnings by 80 per cent by returning to the farm. And even one clerk who was drawing a salary of \$1,600 and was removed from service because of irregularities is now drawing a salary of \$2,400 plus a substantial bonus. It is a sad commentary on the Postal Service when an employee who is deemed unfit to be retained can enter a commercial pursuit and immediately increase his earnings 50 per cent.

We assume that you do not care for a repetition of what you have learned elsewhere regarding the plan of post-office organization, the duties of the various supervisory officers, nor their relative rank and value to the service. Briefly, however, we may say for your information that the receipts of the Memphis office for the past calendar year were nearly one and one-half millions dollars. There are more than 350 employees on its roster, and, aside from the regular postal business transacted in an office of this size, we perform terminal distribution, aggregating 3,000 to 7,000 sacks of parcel post and more than a quarter of a million letters and circulars daily. Because of the responsibility and the financial transactions and the large quantity of mail handled, the special clerks in this office, holding the more responsible positions, must be men of high grade and long experience; for similar reasons, the supervisors are men who must be thoroughly familiar with every phase and detail of the service, and must in addition be able to direct and supervise the various operations in connection therewith.

You have no doubt heard of the difficulty of obtaining adequate help at some of the larger offices, but we desire to call your attention to the fact that it has been impossible for the past two years to either obtain or hold competent men in this office. In 1918 we had more than 80 resignations from the regular force and in 1919 we had 43 such resignations. This does not tell the tale, however, for during the past six months alone we have made more than 140 substitute appointments in an endeavor to secure a sufficient force to handle the mails. At no time during the last two or three years have we had an eligible list sufficient to meet our needs. Only in the last examination, which was held in December, could we secure any number of applicants at all, and even then, with the attraction of a 60-cent rate of pay for substitutes, we had less than 40 applicants for the position of clerk. This shows conclusively that the Postal Service with its present rate of pay is not drawing either competent or incompetent men.

In the management of any business, if it is to be operated upon a proper economic basis, the responsibility for such operation must, as an eventuality, rest upon the shoulders of the men who direct the efforts of the workers. Therefore, if an economical administration is to be had in the post office it must come from the efforts of the supervisors themselves. Hence, as a business proposition alone, the department should pay such salaries as will not only secure men of proper fitness and equipment to administer its affairs but also offer them sufficient inducement to remain and be ever alert to render still better service. The department must recognize the fact that it is in competition with commercial industries in securing and holding its supervisory employees and be governed accordingly in the matter of fixing the compensation therefor on a basis of comparative worth. A satisfactory scale or classification is that recommended by the National Association of Supervisory Post Office Employees, at Atlantic City, in August, 1919, which we herewith approve.

which it is readily apparent that employees in various commercial lines having less responsibility, less technical knowledge, and in most cases fewer years of experience, receive much higher salaries than postal employees of comparative rank:

Cotton commission houses:		
Secretary and treasurer.....	per annum..	\$5, 000. 00
Bookkeeper.....	do....	2, 700. 00
Cotton bookkeeper.....	do....	2, 100. 00
Wholesale hardwood lumber companies:		
Salesman.....	do....	6, 000. 00
Bookkeeper.....	do....	2, 100. 00
Lumber inspector.....	do....	2, 100. 00
Yard foreman.....	do....	2, 400. 00
Common laborer.....	per day..	4. 00
Wholesale grocery concerns:		
Bookkeeper.....	per annum..	2, 400. 00
City salesman.....	do....	2, 400. 00
Shipping clerk.....	do....	2, 400. 00
Wood-working plants:		
Mill superintendent.....	do....	2, 700. 00
Assistant superintendent.....	do....	2, 400. 00
Inspector.....	do....	2, 100. 00
Machinist.....	per day..	6. 00
Auto mechanic.....	per week..	60. 00
Carpenter.....	per hour..	. 50
Bricklayer.....	do....	1. 00
Department stores:		
Head of department.....	per annum..	\$2, 400. 00—\$2, 600. 00
Bookkeeper.....	do....	1, 800. 00— 2, 400. 00

In addition to the payment of these salaries, these employees receive substantial bonuses, vacation privileges, etc. As against the above figures, we desire to set out a few statements of the expenditures of post-office special clerks and supervisors taken at random from statements submitted by these employees covering the calendar year 1919.

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Clerk B, three in family, salary \$1,675, expenses \$2,305. Acted as janitor, sublet a portion of his home, and drew on a small income of his wife.

Clerk C, three in family, salary \$1,675, expenses \$2,363. Repaired shoes to earn additional money.

Clerk D, four in family, salary \$1,675, expenses \$2,280. Rented portion of his home and worked overtime.

Clerk E, five in family, salary \$1,675, expenses \$2,477. Owes \$350; worked overtime and had no opportunity for recreation or amusement, as well as no money for the same.

Clerk F, five in family, salary \$1,675, expenses \$2,481. Worked overtime in office, held clerical job on outside, and secured assistance from father-in-law.

Clerk G, six in family, salary \$1,675, expenses \$2,160. Earned \$339 working overtime and owes \$600 besides.

Supervisor A, four in family, salary \$1,812, expenses \$2,274. No opportunity for overtime or outside employment; is in debt.

Supervisor B, four in family, salary \$2,025, expenses \$2,460. Wife kept boarders to make up deficit.

Supervisor C, four in family, salary \$2,025, expenses \$2,520. Had small outside income.

Supervisor D, four in family, salary \$2,025, expenses \$2,668. Had rental from small house and life insurance from death of son.

Supervisor E, six in family, salary \$1,863, expenses \$2,630. Kept his two boys out of school and put them to work, thus robbing them of their education. This supervisor further states that he has been in the Postal Service 16 years, and his present rate of pay is \$1,925, while he has a married son who has been employed by a local bank for less than two years and draws \$2,300 per year.

In this connection we respectfully urge that education, recreation, and amusements are regarded not only as legitimate, but as actually necessary to the well-being and healthful mental activity of the individual. Post-office employees must forego these, nearly all of them, for lack of money and many for lack of time, because of the necessity

for making overtime in the office or finding outside employment in order to add enough to their salaries to live.

Luxuries we can not have; ordinary comforts should not be denied us; necessities we must have. Many of our number have been forced into debt in order to provide ordinary family requirements; and this constant worry over financial matters keeps them from giving their best to the service. For no man can give cheerful and enthusiastic service or make such service 100 per cent efficient when his very soul is being eaten out by this ever-present anxiety. No man can give the best that is in him when his mind is distressed with the question as to where and how he will obtain the money to satisfy his creditors.

The foregoing instances of financial difficulties of underpaid employees are not cited as extreme cases, but are generally indicative of the condition in which most of the special clerks and supervisors find themselves. Many of them have held on, waiting and hoping that some action would be taken to relieve them of this financial strain, while, had they sought employment in the commercial world, they would, in most cases, have bettered their condition to a great degree. As examples of this, your attention is invited to a few of the cases of employees who have left the Memphis office during the past year. One such employee left a salary of \$1,800 in the post office and has already made more than \$10,000 in contracting and building. An assistant superintendent of mails, who resigned during the latter part of 1919 on a salary of \$2,025, is now earning more than double that rate. A former special clerk is now being paid \$2,400. A former distributor increased his earnings by 80 per cent by returning to the farm. And even one clerk who was drawing a salary of \$1,600 and was removed from service because of irregularities is now drawing a salary of \$2,400 plus a substantial bonus. It is a sad commentary on the Postal Service when an employee who is deemed unfit to be retained can enter a commercial pursuit and immediately increase his earnings 50 per cent.

We assume that you do not care for a repetition of what you have learned elsewhere regarding the plan of post-office organization, the duties of the various supervisory officers, nor their relative rank and value to the service. Briefly, however, we may say for your information that the receipts of the Memphis office for the past calendar year were nearly one and one-half millions dollars. There are more than 350 employees on its roster, and, aside from the regular postal business transacted in an office of this size, we perform terminal distribution, aggregating 3,000 to 7,000 sacks of parcel post and more than a quarter of a million letters and circulars daily. Because of the responsibility and the financial transactions and the large quantity of mail handled, the special clerks in this office, holding the more responsible positions, must be men of high grade and long experience; for similar reasons, the supervisors are men who must be thoroughly familiar with every phase and detail of the service, and must in addition be able to direct and supervise the various operations in connection therewith.

You have no doubt heard of the difficulty of obtaining adequate help at some of the larger offices, but we desire to call your attention to the fact that it has been impossible for the past two years to either obtain or hold competent men in this office. In 1918 we had more than 80 resignations from the regular force and in 1919 we had 43 such resignations. This does not tell the tale, however, for during the past six months alone we have made more than 140 substitute appointments in an endeavor to secure a sufficient force to handle the mails. At no time during the last two or three years have we had an eligible list sufficient to meet our needs. Only in the last examination, which was held in December, could we secure any number of applicants at all, and even then, with the attraction of a 60-cent rate of pay for substitutes, we had less than 40 applicants for the position of clerk. This shows conclusively that the Postal Service with its present rate of pay is not drawing either competent or incompetent men.

In the management of any business, if it is to be operated upon a proper economic basis, the responsibility for such operation must, as an eventuality, rest upon the shoulders of the men who direct the efforts of the workers. Therefore, if an economical administration is to be had in the post office it must come from the efforts of the supervisors themselves. Hence, as a business proposition alone, the department should pay such salaries as will not only secure men of proper fitness and equipment to administer its affairs but also offer them sufficient inducement to remain and be ever alert to render still better service. The department must recognize the fact that it is in competition with commercial industries in securing and holding its supervisory employees and be governed accordingly in the matter of fixing the compensation therefor on a basis of comparative worth. A satisfactory scale or classification is that recommended by the National Association of Supervisory Post Office Employees, at Atlantic City, in August, 1919, which we herewith approve.

It is deemed unnecessary to generalize further upon this subject. It is very evident that the department and Congress must recognize the fact that the knowledge, skill, and service of post-office employees constitute a profession just as much as do a knowledge of law and medicine constitute the legal and medical professions, and that if expert service is to be obtained it must command a rate of pay commensurate with the class of service rendered. The special clerks are the experts in the various lines of post-office work and are promoted to this grade because of meritorious service. The supervisors are selected from the roster of special clerks because of their qualifications as such and the additional ability to supervise and direct. In their hands not only rests the excellence of the service to the public and the department but likewise the expenditure of millions of dollars which may be decreased or increased according to its expenditure wisely or unwisely. And we may add that there is hardly a supervisor in an office of this size who can not easily save the department practically his entire salary each year by careful supervision; and even if it were not the desire of the department to retain and encourage these postal experts by the payment of attractive salaries, it would at least be a sound business proposition to pay them sufficient to assure their cooperation in the matter of economical expenditures alone.

Recognizing these facts, we have no doubt that your honorable body will consider not only our claims for increased compensation but also the dire necessity which exists for the same under present conditions.

STATEMENT OF MR. W. J. O'CALLAGHAN, NASHVILLE, TENN.

Mr. O'CALLAGHAN. Gentlemen of the commission, I am superintendent of the Stahlman Station at Nashville. I have been in the service 30 years last October, beginning at the bottom and occupying every position in the service up to that of superintendent of mails which I had up to 5 years ago when I was reduced to superintendent of station. When I was reduced the postmaster did me the kindness to state that no one had said anything about my work. It was politics pure and simple and he was forced to make the change.

The paramount issue with us, of course, is that of compensation. I have studied this question from every angle, ever since the Nashville post office grew from a small place to what it is now. I have studied men and human nature. I am a physician as well as a clerk, and I obtained that education while working as a clerk. I have noticed this: That the cost of living has increased so that the post office man can not meet his expenses and maintain his dignity, if you choose to call it that, and I will illustrate that—I pattern after one of the men who spoke here this evening, in that there were eight children come to us, and there was always great expense in that family by way of doctor's bills. That was one of the things which induced me to become a doctor myself and save that expense. Of course, if I can't do that work myself, the ethics of my profession enable me to call in the other fellow and make him do it for nothing.

I will illustrate a predicament we got in. Owing to an increase in the family we found another room was absolutely necessary in our house. We had to borrow \$1,200 to put that room up and provide the necessary bath equipment and I am still paying interest on that. The debt is there and I am still paying interest on it. It takes \$216 a year of my salary to pay a \$5,000 life insurance policy, and I feel that I would be a criminal to carry less than that with the family I have. Three of my children are married. The oldest boy, 27 years old, went into business last summer in Atlanta. He gets \$250 a month after two years' service. I, after 30 years' service, get a basic salary of \$1,800 a year, or \$150 a month.

I would like to make this suggestion, not only for the present, but for the future needs of the service. If the service isn't made attractive to the younger men, so that they can come in and make it their life work, we can not promise it much. The young man of to-day sees nothing to induce him to come in to it with the intention of staying there. He also feels, that as he grows older, there should be some provision made for him in his old age. We find this in every profession—that some are getting up in age, and those that get up in age have to step down to make room for those who are coming in.

In the Nashville office we have a man 70 years old who does a good day's work every day, with a wife to support, and he has a hard time to meet expenses, but if he were retired on a salary of \$50 a month he would starve to death. He can't afford to quit.

The question of night work is one of great importance to the service, it should be reduced to a minimum and the clerks who must do the night work should be entitled to some special consideration. I have worked more than 15 of my 30 years on night work, that is between 2 and 10.30 p. m., or between 3 and 11.30 p. m., and a man on such a tour is a slave to his job and his family a slave to him, as they are unable to go out together any evenings. We feel that a time differential of 15 minutes should be given night clerks, that is, between 6 p. m., and 6 a. m., 45 minutes should count as an hour, we also feel that some allowance should be made the clerk who must spend considerable of his time studying schemes of distribution.

As supervisors we feel that in your classification of the service, every place should be given its proper designation, a man doing an auditor's work and having his responsibility, should not be called a bookkeeper to keep the salary down, and every position should carry the salary with it. We indorse the classification bill as adopted at the last convention of supervisors, of which you have a copy.

My observation of the thing is this, gentlemen: That the morale of the service is at a very low ebb, and as the Government spent millions of dollars, either through its own agencies, or the agencies of the Y. M. C. A. to promote and maintain the morale which they thought absolutely necessary to their success on the other side of the sea, that same thing holds good in the post office service. If I can not feel that I have got a living to begin with—if after doing hard work and conscientious work, if I can not earn a promotion and be assured I can keep it, there is no inducement for me to strive to improve the condition of myself or the service.

Senator MOSES. What do you think the general effect of a retirement bill would be on the service?

Mr. O'CALLAGHAN. If the salary was anything like enough to live on, it would improve the service. There is no question but that a young man between the ages of 21 and 35 can do at least 25 or 30 per cent more work than men past 60 years of age.

Senator GAY. I want to say in connection with that, that the Senator from Tennessee, who resides in Memphis, Senator McKellar, has been one of the most active workers to get a retirement bill through. (Applause.)

Mr. O'CALLAGHAN. We feel that in the hands of you gentlemen; that the laws that will result from your investigation and your recommendations, will depend whether the post-office employees of

the future are going to be a happy, contented lot of high morale and fine efficiency; or discontented, of poor morale and indifferent efficiency and easy prey to Bolshevism and I. W. Wism such as is going up and down the land to-day. We ask only for a square deal: that we may live happy, raise our children, contribute our prorate to the support of our churches and such institutions and feel that, after we have given our country the best service we are capable of, that she will take care of us.

(Mr O'Callaghan submitted the following brief:)

BRIEF SUBMITTED BY MR. W. J. O'CALLAGHAN.

The supervisors of the Nashville, Tenn., post office beg leave to submit the following brief in behalf of the reclassification and readjustment of their salaries upon an equitable basis:

1. Wages should be at least double what they were in 1914. The cost of living has increased 161 per cent since that year according to Government statistics. They have increased 6 per cent during the past year, notwithstanding the efforts of the administration to reduce them. To put it another way, the dollar now paid the Government employee now buys less than 40 cents worth of the necessities that it bought in 1914, or 38½ cents worth to be more exact.

The local employees of all large corporations and firms have with very few exceptions had their wages increased from 75 to 100 per cent since 1914, and they are still increasing, as in the case of the Western Union Telegraph Co., which has granted an increase of 10 and 15 per cent to all employees receiving less than \$2,500, who have been in their employment from 6 to 12 months. They have received increases for the past five years either in bonuses or increased pay. The increase drawn in 1920 will amount to \$5,000,000. All railway employees now receive practically double what they received in 1914 and contend that they are unable to meet the cost of living as it now stands. The wages of street railway employees have been increased to about double that received in 1914.

2. There should be just and equitable promotion regulations put in operation in the entire postal service which would give recognition of efficiency, experience, and length of service without regard for personal or political preference, so that all promotions would come to those who are justly entitled to them and not from having the influence of some personal or political friend of the appointing power which has in the past permitted and caused the promotion of men who have just gotten into the service and who know very little about it to be given the highest positions over men who have been long in the service and are more competent than the one chosen.

This is supposed to be a republic and every tub is supposed to stand on its own bottom and every citizen or son of a citizen is supposed to have an equal chance with every other provided they are capable, in the public service, without regard to ancestry, pull, or previous condition, and the failure to carry out this principle of equal rights to all and special privileges to none promotes the spirit of unrest and bolshevism.

3. There should be established a board or court of appeal not connected with any of the departments of the Government to pass on all reductions of grade or pay and all removals from the service, to pass finally on all cases and see that all employees are given justice and to make it impossible for an official to remove an employee without a hearing and from whose decision there is no appeal, as is now the case.

This is contrary to the spirit of American institutions and places it within the power of a single official to remove an employee arbitrarily without a good or sufficient cause and from which there is no appeal and thus without a hearing deprive an employee who has grown old in the service of the only means of earning a livelihood.

All work required after 6 p. m. and before 6 a. m. should be compensated for ~~with~~ a time differential or an increase in pay.

Night work is injurious is recognized by all and in all trades and among skilled workers is paid for by time and one-half extra and in some cases after 12 p. m., until 6 a. m. double time is paid. The main reason, however, is to cause the reduction of ~~the~~ the minimum, as there is a lot of unnecessary night work done at present ~~in the~~ of circular and other third-class matter and second-class matter other ~~in the~~ ~~in the~~

~~There should be given all of the benefits of the compensatory regulations in~~ ~~the~~ ~~in~~ Sundays and holidays and pay for all overtime.

~~The~~ ~~for~~ ~~work on Sunday and holidays to see~~ and he should have the same com.

pensation as is allowed other employees, otherwise he is discriminated against and causes dissatisfaction.

6. All employees required to study and learn schemes or do any other similar work in addition to the eight hours of duty required should be allowed a time differential or monetary consideration therefor.

First, it is but just and equitable to do so.

Second, not to do so is taking the employees' time without compensation, which is contrary to the spirit of the Postal Laws and Regulations.

Third, it is a very unjust discrimination because it compels the clerks employed in the sections where the mails are distributed to devote a large part of their time off duty to the service in addition to subjecting him to exhausting physical and mental strain when on duty, which is not required of any of the clerks in the other sections of the office.

7. A just and equitable retirement plan should be put in operation based on length of service, allowing a percentage of annual salary for each year of service or certain term of service with a minimum for retirement or else compensation should be made so that employees could provide for their old age.

This would improve the service by making it more efficient as it would provide for superannuated employees and make the others more satisfied by feeling that their future was provided for if they did their duty in the service.

8. We feel that our Government should treat all of its employees alike, we are unable to see why the employees of all other departments of the Government are allowed 30 days leave of absence and also sick leave while the postal employees are only allowed 15 days and no sick leave, and we urge that we be granted 30 days leave of absence with fifteen days sick leave.

This would promote better health, more contentment, and do away with the thought that we are discriminated against, as well as saving us financially when we get sick, the time of all times when we can so little afford to lose our pay, as well as the time our expenses are greatest.

9. We indorse the plan for the reclassification of supervisory post-office employees adopted by our national convention, held at Atlantic City, August 18, 19, and 20, 1919.

10. We urge that the designation of all positions be clearly defined and not left to the option of some official, as is sometimes done, and the place given an inferior designation to keep the pay down; for instance, we have a "bookkeeper" who is in every sense an "auditor," and should be so designated, and that a distinction be made in the position of post-office cashier in a depository office and when not a depository office, whose work and responsibility is not half that of a depository office.

11. We believe that the laws that will result from your investigations and recommendations will determine whether the employees of the Postal Service shall be a happy and contented lot, with a high morale and fine efficiency, or an unhappy, discontented force of low morale and poor efficiency.

12. We plead for a square deal; a chance to live honest, happy lives; to educate our children; to contribute our share to the support of our churches and other institutions; to enjoy a mite of recreation and amusement and then, when we have given our best years to our country, to feel that we shall not suffer in our old age.

STATEMENT OF MR. W. R. SMITH, POSTAL CASHIER, LITTLE ROCK, ARK.

Mr. SMITH. Mr. Kline has gone into the condition of the supervisory officials as a whole. I would like to take up a couple of individual cases that are pertinent to the Little Rock post office. Take my own case as an illustration. I desire to submit figures showing the growth of the office from June 30, 1911 to 1919. That is the period during which I served. [Reading:]

On June 30, 1919, the financial responsibilities were as follows:

Stamp stocks (to meet the demands of this office).....	\$297, 381. 79
Stamped paper (subagency, for shipment to other offices).....	272, 892. 98
War savings and thrift stamps.....	532, 009. 01
Internal-revenue stamps.....	313, 722. 68
Cash on hand.....	96, 660. 01
Total.....	1, 511, 894. 29

On June 30, 1911:

Stamp stocks to meet the demands of this office	\$71,810 00
Stamp stock subagency for shipment to other offices.....	166,006 24
Total.....	242,892 24

Representing an increase in standing responsibilities of more than 500 per cent:

The total amount of business handled during the fiscal year ending June 30, 1911, was as follows:

Postal receipts of this office.....	\$633,422 00
Sales of war savings stamps.....	556,962 00
Postal remittances from other offices.....	1,382,361 00
War savings remittances from other offices.....	6,403,340 00
Internal-revenue remittances from other offices.....	147,722 00
Accountable warrants received from the department.....	910,000 00
Paid war savings certificates received from other offices with request for cash.....	2,566,553 40
Transferred stock to other offices on departmental orders and direct requisitions.....	2,094,000 00
Total.....	16,901,421 00

The total amount of business handled during the fiscal year ending June 30, 1911

Postal receipts of this office.....	\$242,340 00
Postal remittances from other offices.....	406,840 00
Total.....	651,181 00

Representing an increase of nearly 2,500 per cent.

During the same period, my increase in salary, exclusive of the war bonus allowed on account of the high cost of living, was 33 per cent.

At this point I desire to call your attention to the fact that the salaries are now based on the postal receipts only (by this is meant the funds derived from the sale of stamped paper, from box rents, and from second, third, and fourth class matter mailed under permit) and that no credit is allowed for the enormous additional business occasioned by an office being designated "State depository" for the receipt of surplus funds from other offices or by being designated as the pay office for all rural carriers throughout the State. These two items necessitate the handling of sums of money many times in excess of the total postal receipts, and should be taken into consideration in adjusting salaries in the finance division of an office so designated.

Upon the shoulders of the supervisory officials rest the burden of the successful conduct of a business almost without parallel in its volume, and in view of the fact that the conditions as outlined by the above figures are by no means uncommon, I ask you in all fairness, has Congress or the department, by legislative action or otherwise, shown any real appreciation for the efficient services of this class of faithful employees? They have rather been discriminated against, in that, by being barred from participating in the overtime allowance, their rate of pay is in many instances lower than that of the subordinate clerk, while their hours of labor are much longer. As an illustration of this condition, I desire to cite my own case: During the year ending June 30, 1919, three of the distributors in the mailing division earned an average of \$1,740 each, whereas, my salary for the same period was but \$1,700. I do not mean to intimate that the salary of these clerks is too high, but use the comparison to show the injustice of paying a higher rate of pay to clerks who are responsible for nothing but their own services and are bonded in the sum of \$1,000 at a cost of 50

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shut off all avenues of presenting additional claims by stating "no further recommendations will be considered."

On July 1, 1919, the position of assistant superintendent of mails, at a salary of \$2,000 per annum, was created for this office, and the department in their judgment, saw fit to instruct the recommendation of the promotion of a foreman to this position, carrying an increase of \$300, while the best that could be done for the postal cashier was an increase of but \$100. I cite this instance merely to show the relative importance that seems to be placed on the handling of the departments vast amount of finances, and I again ask; is it just; is it consistent? When the Post Office Department took upon itself that enormous task of the sale of millions upon millions of dollars worth of War Savings Stamps; what class of employes responded more nobly to this vast undertaking, than did those in the finance divisions; is their loyalty to go entirely unrewarded?

In conclusion, will say that I have endeavored to show conclusively that I am entitled to a substantial increase, entirely upon merit rather than upon the question of H. C. L. and I trust that your honorable body will be enabled to find the solution of the troubles of the supervisory officials and give to them that well earned recognition to which they are so justly entitled. By virtue of their positions they are called upon to live on a plane slightly higher than that of the common laborer so that the dignity of this branch of our great Government will be upheld, but, can they fittingly do so on their present remuneration in the face of the prevailing cost of living.

STATEMENT OF MR. HARRY O. VINCENT, ASSISTANT POSTMASTER, UNION CITY, TENN.

Mr. VINCENT. Gentlemen of the commission, I am here to represent the assistant postmasters of the second class offices of western Tennessee. There are nine employes of this class and, of course, we are all after the same thing, an increase in salary. You probably have had a lot of statistics already and I will put some in the brief that I will file later, but the most important thing we want to bring out is injustice of the basis of our salary. Our salary is based on the highest paid clerk and by that means our salary can be reduced three hundred dollars by the death, resignation, or removal of a clerk or carrier. We feel that that is an injustice. We all have practically the same work to do in these offices. We have the accounting; the financial responsibility; we have to superintend the distribution of the mails, the incoming and outgoing, and in our office we have the distribution of supplies for about 35 offices, and for this service we are only paid \$1,600 and \$150 war bonus.

Senator GAY. You are now getting a total of \$1,750?

Mr. VINCENT. \$1,750; yes, sir. We feel that we should have from \$2,400 to \$2,600 for this work, because other people, in work requiring similar qualifications and similar duties are drawing that. In our own town there are laborers drawing much more than I get, and of course they don't require the same qualifications. Their duties are not as great as mine nor their responsibilities. I suppose you have heard all this over and over.

Senator GAY. Yes, we have had a great many statistics and you may file your brief later.

(Mr. Vincent subsequently filed the following brief:)

BRIEF SUBMITTED BY HARRY O. VINCENT

I have been selected by the assistant postmasters of offices of the second class of west Tennessee to submit to this honorable commission on their behalf their argument in support of the movement for legislation to increase their salaries.

I am frank to confess that, after the extensive hearings conducted by your honorable body throughout the United States, I will probably be unable to add anything new or additional to the reasons and arguments which you have already heard. Indeed I shall content myself with discussing old matters rather than attempting to explore

into new fields for merely cumulative matters. By a reiteration of the reasons which you have doubtless already heard, the assistant postmasters will seek to do no more than to impress on this commission's mind the urgency and justice of their claims.

Much has been said but little done concerning the high cost of living so far as the salaried man is concerned; the great advances have been made to those commonly known as wage earners, but clerks and postal officials have only been allowed a temporary bonus of \$150 per annum over and above their salaries which range from \$1,200 a year to \$1,600 in the case of the assistant postmasters of the second class. Those who are disposed to be niggardly in the matter of salaries, in answer to suggestions for increases, frequently suggest that the postal officials give up their work and seek other employment if they are not satisfied with what they are receiving; this is a narrow and selfish view of the matter to take, and not grounded in common sense or reason. These fail to take into consideration the fact that an assistant postmaster may and indeed has spent some years in the service in reaching his present position; he has learned his work and devoted his time and life to it the same as a professional man does to his profession, and as a result of which he can do nothing else so well as he can his present work: in truth he has become unfitted for anything else.

We can safely assume that it has always been the policy of our Government to pay adequately for the services required of its agents and employees, but how is the Government to know our needs unless we can make them known to the legislative department through such agencies as this honorable commission? Postal officials all over the country appreciate the fact that this is the first time that Congress has taken active steps to investigate the needs and requirements of post-office employees through a commission going into all parts of the country and doing them the honor of hearing them in person.

This commission has already heard and therefore knows of the rule basing an assistant postmaster's salary upon that of the highest paid clerk in his office, and whereby in case of the death of a highly paid clerk and the substitution of a man junior in service, the assistant may suffer a drop in his salary from \$1,600 to \$1,200 a year. It would be useless to spend time arguing the injustice of such a rule, as it is self-apparent. An employee's services are worth no less because of the death of a clerk in the office; indeed he may have both his work and his responsibilities increased as a result of such a contingency, and his reward is a decrease in his salary.

The assistant postmasters receive annually from the department a questionnaire of some 15 or 20 inquiries concerning his personal appearance, his conduct in the community, his willingness to work overtime, and his manner of meeting and dealing with the patrons of his office, and his general temperamental fitness for the place. No other post-office official or employee is required to answer this questionnaire except assistant postmasters, thus recognizing their greater responsibility both to the Government and to the public. They must dress neatly and present a proper appearance in their relations with the patrons of the office, all of which costs much money with the present prices that prevail throughout the country for clothing and wearing apparel.

Assistant postmasters are required to exercise extreme care and diplomacy in fulfilling their duties to the public, especially in the handling of complaints. Frequently when the patron is wrong, yet it becomes the duty of the postal employee to handle the complaint in such a delicate manner as not to give offense to the most sensitive, and at the same time he must follow to the letter the rules and regulations governing such cases, which the patron frequently does not understand.

The assistant postmaster is really the right arm of the postmaster, indeed sometimes, on the right and left arm. He is the active executive in control over the office clerks, etc. A bond is required of him, which is a recognition of his responsibility.

Under present conditions the dollar is worth somewhere between 50 and 60 cents in purchasing power, and the result of this reduction in purchasing power has been to, in effect, decrease rather than increase our salaries.

Comparisons illustrating the inequality of pay received by employees of the Government might be made, to the disadvantage of the postal employee, but after all is said and done, all that we ask at the hands of the government is a recognition of our services, taking into consideration both the work and the responsibility with which we are burdened, coupled with the depreciated purchasing power of the American dollar. The assistant postmasters of west Tennessee would be making fairly modest requests in asking that the salary range be raised from its present standard to from \$2,400 to \$2,600, and that, too, without exceeding the highest paid clerk in the office may be receiving. The salary of the assistant postmaster would not logically affect the salary of the assistant postmasters.

The assistant postmaster has more real work to do than any other employee in the post office. He handles the regulations and rules, handle the finance, and is responsible for every other employee.

After all is said and done, the assistant postmasters must maintain themselves and families in a decent manner, in keeping with the ordinary standards of the community in which they live, and they can not do so to the degree that they should on the present salaries. To make an end of the argument, this commission is bound to recognize the fact that the same economic and war conditions making increases of pay necessary with every other class of working and salaried people affects assistant postmasters in the same manner.

The reason for one is the reason for the other.

Assistant postmasters have no way of avoiding the results of abnormal economic conditions, and they very respectfully ask this honorable commission to grant them relief, the same relief that has been granted to others in Government employment, and for the same reasons.

STATEMENT OF MR. E. L. MOSS, BIRMINGHAM, ALA.

Mr. Moss. Gentlemen, the statements I have in my brief here were gotten up by a committee from our office. We went to the banks in the city; to the two big steel corporations and to several of the local business houses and our figures are based on an average of the figures we got from these various corporations. Our own figures are based on a questionnaire sent out to all supervisory employes. The salaries of the supervisors in Alabama are only 60 per cent of the salaries of men in similar positions in corporations. The street car company pays men who have been with them two years a larger wage than the salary of any supervisor in the Birmingham post office with the exception of the assistant postmaster and the superintendent of mail. The average number of hours is eight for positions of that kind; those of the supervisors, nine. Craftsmen in Birmingham are paid as follows—carpenters, bricklayers, plumbers and tinnerns, where they work regular, \$2,200 to \$3,000 a year. The foremen in such industries make from sixty to seventy dollars a week. Specialists in every line of work, except the post office, receive from 50 to 100 per cent more than they direct. The supervisors in the banks and in the offices of the big steel corporations receive 60 per cent more than the supervisors in the post office department and the lowest paid supervisor in any of the banks except one small savings bank, and in the steel corporations, receives \$2,400 year.

Twelve of the supervisors in the Birmingham office find it necessary to work outside of their regular employment or put their children out to work; 12 of the men are paying interest on money borrowed to pay their living expenses. The supervisors should be paid enough money to give their entire time to the service, as advancement is in proportion to the time and attention given to the service by the supervisors and employees.

The average salary is \$1,875; that includes the assistant postmaster and the superintendent of mails, who are the two highest salaried men we have. Boilermakers in the big steel corporations are drawing from \$200 to \$400 a month.

Mr. BELL. Do they work regularly?

Mr. Moss. When they do work regularly they draw that.

Mr. BELL. But do they work regularly?

Mr. Moss. Some of them do, and some don't. The average number of years the supervisors have been in the service is 16; the average number of years they have been in supervisory positions is 5. The average expense of the supervisors over and above their salaries is \$495 above the salary for the last fiscal year.

The supervisors do not ask for an increase in salary in order to start bank accounts but to be able to secure the necessities of life, to educate their children, and to be able to take some part in the civic, religious, and social life of the community in which they live.

The supervisors of this district ask for the salary reclassification plan as outlined by the supervisory post-office employees at Atlantic City August 18, 19, and 20, 1919.

There is one other point that I would like to bring out. A condition exists that men are designated as foremen in the office who have no employees under them at all. They are given that designation in order to give them an increase in salary. They should be taken care of as special clerks, and we think no one should be designated a foreman unless he has an actual crew under him.

Mr. STEENERSON. Do they designate the clerks as foremen?

Mr. Moss. We have two in my section.

Mr. STEENERSON. And there is nobody for them to be foreman over?

Mr. Moss. They have no one under them at all.

Mr. STEENERSON. And the object of that——

Mr. Moss. Is to give them an increase in salary.

Mr. STEENERSON. Who does that?

Mr. Moss. It is recommended by the postmaster.

Mr. STEENERSON. And comes from Washington?

Mr. Moss. Yes, sir. We have two men in the finance division; one acts as assistant to the postal cashier.

Mr. STEENERSON. Your idea is that we should so write the law as to make such practices impossible?

Mr. Moss. Yes, sir; I think the salary of a foreman should depend upon the number of men under him and the amount of financial responsibility he has.

Mr. STEENERSON. I do not think the present law contemplates anything of that kind; it is a matter of administration.

Mr. Moss. That is the situation that exists in our office. I don't know whether it exists in any other office or not.

Mr. STEENERSON. What is your office?

Mr. Moss. Birmingham.

Mr. STEENERSON. How is your system of promotions worked out there with reference to the supervisors?

Mr. Moss. Well, they are usually taken from the special clerks. However, in the finance division we have no special clerks.

Mr. STEENERSON. Is the rule of seniority pretty well carried out?

Mr. Moss. Yes, sir; where the man is efficient.

Mr. STEENERSON. Is there any dissatisfaction among the clerks and carriers and other employees there about the way the system of promotions is carried out?

Mr. Moss. Occasionally when a promotion is made, somebody else thinks he ought to have gotten it.

Mr. STEENERSON. There is no general belief there that promotions are made regardless of merit or seniority and is due to politics or other influences?

Mr. Moss. No, sir; I haven't heard of any.

STATEMENT OF MR. W. Y. BENNETT, ASSISTANT POSTMASTER, COOKEVILLE, TENN.

Mr. BENNETT. Gentlemen, I deem it a privilege and an exceedingly high honor to have been selected by the small group of employees than whom I believe there are no more deserving in the service, to present a very brief statement of their case to-day.

I represent the supervisory officials of the Postal Service who reside in the fourth congressional district of Tennessee. [Reading:]

This district lays directly between Nashville and Knoxville, and comprises 14 counties, the majority of which are rather sparsely populated, this being duly evidenced by the fact that there are only four classified post offices within the district, and all of these are of the lower grade second-class offices, and of course the only employees that come within the classification of supervisory officials are the four assistant postmasters. The offices represented are Lebanon, Gallatin, Cookeville, and Dayton, Tenn., the offices being named in order of their importance with reference to postal receipts, etc. I am the assistant postmaster at Cookeville, and as I stated before, have been selected by the other supervisory officials of the district to represent our mutual causes in a very brief and simple presentation of facts and conditions as they now exist, and to give you a few figures for data, which of course you will need in your recapitulation of this class of employees as a whole.

The assistant postmaster in a small second-class office is peculiarly situated, and I have never heard a blanket title that would anything like cover the multitudinous functions which he is supposed to and does fill when he has fully and competently discharged the duties that are ordinarily imposed upon him. First, he must have a fair and accurate knowledge of the Postal Laws and Regulations, and if he makes a good official he must keep this knowledge rubbed to a polished finish all the time and each day must add amendments in his mind, as they appear in the daily bulletins. If he makes a good official he must have some executive ability, for it usually lies with him to discipline the other employees of the office. He must have a practical working knowledge of every department of the office from the post-marking and dispatching of mail to the rendition of the postal and other accounts, and in this day of central accounting business, he must audit the accounts and fill requisitions of a dozen or more district offices, and keep a separate account for each. The supervisors in the higher grade offices do not have to be so versatile in their accomplishments as the ones in the lower grades for the reason that their offices are allowed more clerical assistance, and a part of the routine can be shifted to other shoulders. An assistant to a purely politically appointed postmaster may have practically the whole burden, and I might say responsibility of the office upon him. The salary law as it now stands on the pages of the Postal Laws and Regulations, making the assistant's salary only 50 per cent of that of the postmaster is one of unquestioned misapportionment, and that it should be amended is universally conceded by all those who have an intimate or even general knowledge of conditions as they exist and as they have existed for years past. If the combined salaries of the two were split 50-50, the apportionment would be much fairer than it is; however, I do not wish to go on record as having advocated so radical a change.

Our Government saw fit to augment the salaries of its postal employees a year or so ago, in order to tide them over the war period, and have continued this bonus through this fiscal year. The bonus on its face is supposed to be \$200, but speaking for myself, I will state that the bonus drawn by me for the year ended July 1, 1919, was \$110 instead of \$200, and I will further state that had I counted the actual hours of overtime put in during that year for which I received nothing, the \$110 bonus for the year would not have paid my actual overtime for three months at the rate of 40 cents per hour. I do not believe, however, that a supervisory official should be paid for overtime, but I do believe that his compensation should be sufficient to make amends for the extra time he is compelled to put in, and that it should be commensurate with his duties and responsibilities.

The assistant postmaster in a second-class office has the direct supervision of all employees of the office, including rural carriers. In the offices I represent the number of employees vary from ten to twenty. The assistant has to see that the schedules are maintained, and in some instances he has to make the schedules and be responsible for their being kept. If the office force is not large enough to maintain an eight-in-ten-hour schedule for the clerks, then it falls to his lot usually to fill in the gap, for his tenure of work may extend from 8 in the morning to 10 o'clock in the evening,

and then some if necessary. Now, gentlemen, for the work that I have briefly outlined as that of the second-class assistant postmasters whom I represent, the regular salaries paid are \$1,000, \$1,100, and \$1,200 per year, just ordinary living, small-town salaries based on the cost of living a dozen years ago, when a dollar would buy as much as two dollars will to-day, and even more of some of life's necessities. Mine is the middle salary of the three named, and I believe that with my small family, my wife and two children, a fair average of the condition of the four officials named could be reckoned. My house rent and grocery bill for a month on an average is \$75; my expense for clothing for family, fuel, etc., a month, on an average is \$40; my miscellaneous expenses, such as insurance, church and lodge assessments, tuition, books, etc., are \$25; my doctor's and drug bills average per month, \$10, making a total of \$150 per month. My present salary, including bonus is \$1,450 per year, so my deficit for the year will show about \$250. This year, I have been forced to forego a vacation trip for myself and family for the reason that my salary is not large enough to justify the expenditure of even a modest trip. A part of my vacation allowance of time I am taking now, in order to present the causes of myself and my fellow postal workers, and to ask your consideration in our behalf.

The services of an efficient assistant postmaster in a second-class office (and all others should be weeded out of the service), should not be less than \$2,000, and at that, the present high cost of living would leave but little or no margin for him to practice the "rainy day" adage. I received special questionnaires from each of the officials represented, and they will bear me out in the statements I have just made.

Under the present salary scale, the department will lose many of its most efficient employees unless there are permanent relief measures passed by Congress, in the form of salary increases. Personally I do not believe in undue agitation to bring about the necessary relief, and I feel sure that the Congress of the United States will meet the emergency by giving justice and a living wage to every postal employee, and I also believe that they will recognize in a practical manner the needs of the supervisory officials of the service, on whom so much depends.

I now desire to thank you personally for the consideration shown each class of employee, and am more than willing to leave the case in your hands for such action as you may in your wisdom see fit to recommend to the Congress.

The present law, as it now stands on the Postal Laws and Regulations, that an assistant shall draw 50 per cent of the salary of the postmaster I consider all out of proportion and I think anyone at all intimate with conditions as they exist will agree with me.

Mr. BELL. What do you think it should be?

Mr. BENNETT. Well, I should say at least 75 per cent. If the combined salaries of the two were split 50-50, it would be fairer, but I do not wish to go on record as having advanced any such radical change as that.

Now the bonus was supposed to have been \$200, but, speaking for myself, I will say that I drew as a bonus for the year ending July 1, 1919, \$110 instead of \$200. If I had gotten the overtime that I had to put in during that year, at 40 cents an hour, \$110 wouldn't have paid three months of that overtime.

Senator MOSES. How did it happen that you got only a hundred and ten dollars?

Mr. BENNETT. Our office went into the second class July 1, 1917. I was paid as assistant postmaster at \$900 a year. In October I got a raise of 10 per cent under the law passed in March. I was in the post-office then and we were third class and they ruled that that applied to my case. Then, when we got the \$200 raise the following July, they took off this 10 per cent and made it only a hundred and ten dollars.

Now, with regard to salaries. In the offices I represent the basic salaries are a thousand, eleven hundred, and twelve hundred. Mine is the middle salary. I have a wife and two children. My rent, meat, and grocery bill for the year averaged \$75 a month; my expenses for clothing the family and for fuel is \$40; miscellaneous expenses, books,

insurance, lodge, and church dues, and so forth, \$25, and my drug and doctor's bill averaged about \$10, making a total of \$150 a month. My present salary, including bonus is \$1,450. This year I have been forced to forego a vacation trip for myself and family for the reason that I didn't have enough money. I contributed a part of my vacation allowance to the cost of this trip in order that I might present our case to you gentlemen.

(Briefs were submitted by John R. Warren, Memphis, Tenn.; Fred W. Perkins et al., Little Rock, Ark.; J. M. Reed et al., Chattanooga, Tenn.; J. G. Bowman, Little Rock, Ark.; and Guy Smithson, Knoxville, Tenn., as follows:)

BRIEF SUBMITTED BY MR. JOHN R. WARREN, SUPERINTENDENT OF DE SOTO STATION, MEMPHIS, TENN.

Speakers from this district have presented to you briefs, and accompanied same with oral statements regarding the wage question as effects the postal worker; however, with your kind indulgence, I desire to submit to you in writing the facts as to my own individual case.

I am 40 years of age and entered the Postal Service in February, 1902, as a substitute clerk at the rate of \$1.65 per day. I was appointed regular clerk on the 1st day of May same year at a salary of \$500 per annum. By hard work and close application, I rose from the ranks of a clerk and was made foreman in the mailing division. In November, 1913, I was selected to take charge of De Soto Station, and my salary at that time was \$1,500. With the added duties and financial responsibilities I worked until July 1, 1917, without increased compensation. On July 1, 1917, I was given an additional \$100 increase. On October 1 I was again given an increase of \$100 making my basic salary \$1,700.

Basic.....	\$1, 700
Bonus.....	200
Increase Nov. 8.....	125
Present salary.....	2, 025

Foremen under my supervision are receiving \$1,800 and \$1,925, respectively.

I have under my supervision 110 employees and the business done at my station will show by the records close to \$275,000 for the year 1919. There is no other branch post office in the South similar to De Soto Station. In October, 1915, we took over the Memphis Terminal R. P. O., and by this consolidation, effected a saving to the department of thousands of dollars annually.

De Soto Station is located in the heart of the wholesale business district and in the immediate vicinity of the Grand Central Station and the Union Station. The distribution of all outgoing mail is performed in this station and we distribute an average of 3,500 sacks parcel post matter and 300,000 pieces other matter daily.

De Soto Station is the largest branch post office in the entire South doing terminal R. P. . work.

De Soto Station distributes solid carloads of parcel post matter shipped direct and unloaded from storage cars into this office.

De Soto Station distributes solid carloads of catalogues shipped direct from New York and Chicago.

De Soto Station distributes "stuck" mail turned over by railway post offices centering at Memphis.

De Soto Station makes distribution of local mail for practically all R. P. O. lines out of Memphis.

De Soto Station distributes thousands of pieces mail matter emanating from the various departments in Washington, for southern states, such as public documents, seeds, pension checks, etc.

De Soto Station has at present 13,000 square feet of floor space. We have asked for additional space and the matter has been favorably recommended by an inspector. The additional space needed will give us more than 20,000 square feet—making possibly the largest "branch" post office in the United States.

I am closely associated with and cooperate at all times with any number of large mail-order concerns in this city, and among the wholesale concerns in the vicinity of this station I carry on a daily campaign with regard to the proper preparation of mailings of large quantities of mail matter.

I have given years of study to constructive work in this office and have worked tirelessly on matters pertaining to the handling of mails in expeditious manner and with the least possible cost. A system of alphabetical distribution is used exclusively in De Soto Station which is in itself a saving of man power and thousands of dollars annually to the department. Many original ideas have been perfected, tried out and found advantageous, and, more than once to my knowledge, this office has been complimented for the systematic manner which we were handling mails. It has been my ambition to progress for reason that I realized years ago the possibility of a man in the service if he stuck to it and kept abreast with the times, and especially since the inauguration of parcel post. From time to time I have submitted labor-saving devices and have in my files letters of commendation for my efforts along this line.

The responsibilities of a man in my position are great for reason that in addition to being held responsible for the proper conduct of the affairs of the office, responsible for the proper accounting for and protecting the revenues of the department, I am held strictly accountable by the public and have long learned that sound judgment and good common sense is necessary in the administration of affairs. I am held responsible for the individual errors and omissions of the one hundred and odd employees. I have a case in point wherein I was held personally responsible for failure on the part of a clerk who erroneously paid a money order. An inspector collected \$9, and the department ruled that notwithstanding the fact that employees had been told, both verbally and in writing, regard the matter of initialing money orders, I would be held personally responsible for their action, therefore, I am out the \$9. This happened during the year 1919. The \$9 I had to pay meant that much taken from my family, and goodness knows my salary is small enough besides taking away part of it.

The following shows my expenses for year 1919; four in family:

Rent.....	\$540	Water.....	\$12
War saving stamps.....	24	Medicine.....	25
Insurance (fire).....	7	Doctor.....	50
Fraternal.....	15	Dentist.....	75
Table.....	780	Clothing.....	350
Car fare.....	50	Cigars and tobacco.....	50
Newspapers and magazines.....	24	Coal.....	50
Telephone.....	36	Incidentals.....	94
Light and gas ¹	60	Amusements.....	25
Lunches.....	100		
Barber.....	25	Total.....	2,460
Laundry.....	48		

I do not own my home; in fact, I have not been able financially to get enough money ahead to make a cash payment on a place, therefore, I am at the mercy of landlords. I have just finished paying my last winter coal bill, and have bought another supply which has not been paid for. In case of sickness, or perchance if any operation of any consequence becomes necessary, I would be forced to go in debt. Economy is the leading word in my household; however, as much as we try to economize, I have not been able to lay aside a penny for that proverbial "rainy day." I have denied myself, this year, in order to join a fraternal organization which will at least bury me decently should I shuffle off this "mortal coil." Life insurance is an expensive proposition and is almost out of the question on my present salary.

The dignity of my position makes it almost imperative that I keep up appearances for I am associated with business men daily and must be neat and uphold the position of superintendent of one of Uncle Sam's big institutions.

During the past 18 months there has been considerable feeling of unrest among postal employees throughout the country. This condition has been felt here and the service has deteriorated no doubt. This feeling is attributed to one thing; that is, increased cost of living and the inadequate compensation of employees to meet the increased cost of living. We have lost valuable employees in this office who have left the service to enter other lines where pay is better. The class of employees coming in have been far below the standard and the result is the efficiency of the service has been materially affected. The supervisory force has been severely tried in an effort to maintain service for reason that the material we have had to work with has been of such character as to necessitate constant training and supervision. I have worked harder during the past year and one-half than at any time during my 17 years in the post office. The obstacles confronting me at times have been almost insurmount-

¹ Gas company now asking the State utility commission for an increase in rate which means more than 100 per cent increase to the small consumer.

able. Employees remaining in the service have been loyal, and, furthermore, they have been soldiers, staying at their post of duty in the face of almost overwhelming odds. We have shouldered extra burdens, which have been brought about by the war, willingly and cheerfully and have aided in all war work, and, furthermore, invested in war savings stamps and thrift stamps until it hurt.

In this office as well as other offices throughout the country it has been necessary to employ women. At one time we had more than 25 women employees in this station, and as women are not physically able to do the work of men we have been sorely handicapped for distributors. The service has been expensive. Supervisors have worked hard in an effort to move the mails and especially parcel-post mails—the force of men being limited rendered this branch of the service difficult to handle. The use of women on letter and circular distribution and the men on parcel-post work resulted in dissatisfaction. In all these things, the supervisors bore the brunt.

Since the close of hostilities a number of our employees who volunteered and were drafted have returned, and these we have placed in their old assignments. Without the return of such men I would be afraid to say what the service in Memphis would be to-day. Even with those who have returned from a victorious army our force is inadequate. It is to be hoped that the department will be more liberal in the future and place the Post Office Department on a higher plane by recognizing the true worth and value of its employees.

There appears to be a tendency on the part of some people to refer to post-office employees as being the petted and pampered Government employees; however, on my part, I want to state that I have endeavored to fit myself for the position I hold and I believe I am entitled to stay in the service, but at a living wage. I feel justly entitled to the necessities of life and at the same time I feel that I am certainly entitled to some of the luxuries and a right to enjoy recreation and amusements, and my faithfulness (if I must say it myself) to the Post Office Department should certainly entitle me to these things.

Being closely associated with the larger business houses has enabled me to feel the pulse of their business and see some of the inner workings of large mercantile establishments, and one or two representatives from firms have approached me within the past 18 months with regard to openings in their respective lines. However, I considered my knowledge of the Postal Service worth more to my country and especially during the war. Further, my loyalty to my Government would not permit my considering any change. I have always felt that the Post Office Department would at some future time recognize the ability of supervisory employees, and with that idea in mind I considered it my duty to remain in the post office.

It is a well-known fact that the Post Office Department has failed to recognize the ability and responsibility of supervisory employees for the reason that the reclassification measures which have been submitted by supervisors failed of passage more than once. My record as a clerk and as a supervisor will bear the closest investigation; furthermore, I have at all times worked hard and with one idea in view, and that to serve the public and to promulgate the wishes of the Post Office Department to the best of my ability. I am not asking for an increase in salary for the purpose of investing in automobiles and fine clothing to “joy ride” around the city, but an increase in compensation for the purpose of permitting me to feel that the department recognizes the faithfulness of an employee and furthermore to be able to take care of my family comfortably and sustain the dignity of my position.

In the convention of Supervisory Post Office Employees, held at Atlantic City, N. J., August 18 to 20, inclusive, of this year, we adopted a plan for the reclassification of supervisory post-office employees. The salary of station superintendents was agreed upon to be computed by the amount of annual receipts and the number of employees as follows: When receipts of a station exceed \$5,000 per annum, station to receive a credit of three points for the first \$5,000 and one point for each additional \$5,000; also one point for every three employees. According to this plan my salary should be \$3,600 per annum.

Statement showing amount of business done at De Soto Station for six months, ending Dec. 31, 1919.

Stamp sales.....	\$93, 575. 49
Money orders:	
Amount.....	\$72, 416. 99
Number.....	10, 977
Letters distributed.....	pieces.. 21, 832, 857
Circulars.....	pieces.. 15, 540, 732
Parcel post.....	sacks.. 416, 826
Registers handled.....	pieces.. 225, 451

War-savings stamps and thrift stamps sold for the six months are not included in stamp sales, but will run more than \$5,000.

I earnestly ask the commission to carefully consider the foregoing in an effort to correct an injustice which, I believe, is being done in my particular case, and especially as to the matter of inadequate pay.

Respectfully submitted.

JNO. R. WARREN,
Superintendent De Soto Station.

BRIEF SUBMITTED BY MR. FRED W. PERKINS ET AL, LITTLE ROCK, ARK.

Briefly stated the reasons why special clerks in the Postal Service are entitled to an increase in salary are as follows:

First. *Efficiency.*—The employees classified as special clerks are recognized as being among the most efficient clerks in the office. Being so classified is a recognition of their efficient services. It requires several years' work to become proficient enough to obtain the title "special clerk," and they are the nucleus around which the distributing force is built.

Second. *Requirements.*—We possess a large degree of technical knowledge and use it constantly, and are required to pass examinations twice or more often a year to show that we do possess the knowledge necessary to our position. We are required to make 95 per cent on these examinations and we usually average about 99½ per cent. Not only are special clerks required to do and know everything that any distributor in his division does or knows, but in addition he is supposed to and does know and do hundreds of things that are unknown to the ordinary distributor and which go to make for good service. Other employees look to them for information on the fine points of their distribution and they usually get it. They are fast and accurate, it being not uncommon for them to distribute 45 to 50 letters a minute and upward over a period lasting over their entire tour of duty. In a word, they are experts and they yield to none in their knowledge of distribution or the amount of work performed.

Third. *Length of service.*—All special clerks have been in the Postal Service 7 or 8 years and the most of them for 10 years or longer and the Post Office Department has long recognized the length-of-service principle in promoting employees. We base some claim to increased compensation on the length of time we have been in the service, but what we wish to emphasize particularly is our knowledge and skill, and the fact that we do our part of the work and more.

Fourth. *High cost of living.*—The present high prices have affected us harder than they have the average person, because our increases in compensation have been utterly inadequate and have been too long deferred. Despite the Government's campaign against high prices, the cost of a number of basic commodities increased during September, 1919, according to Government statistics. Various economic experts have predicted that high prices will continue for a number of years and that we have had our last view of the prices that existed during the prewar era. Reliable statistics show that the cost of living has advanced about 87 per cent since 1914, while salaries have advanced only about 30 per cent in the same time. These figures are approximately correct, or as nearly so as can be estimated during these days of constantly rising prices.

Fifth. *Salary.*—At present special clerks are paid from \$116 to \$125 a month with a war bonus of \$29.16 per month, which is only temporary. The present salary is about two-thirds of what it should be. A man can not provide for a family and maintain it in the comfort and decency that ordinary American standards require on this slender salary. The Government should recognize, if anyone does, our right to have the things that are necessary to decent living and the pursuit of happiness, and make it possible for them to be practical realities instead of mere theories, as they are on our present salaries. Large numbers of employees of all classes are constantly leaving the service because of unsatisfactory salary conditions, and this condition makes for inefficiency, and will cause the Postal Service to grow progressively worse unless something is done to remedy it. Ordinary unskilled employees in nearly any mercantile establishment are paid nearly as much to begin with as we are at present, and their salaries are considerably larger than ours after having served a year or so, and they possess hardly any technical knowledge.

The recent temporary increase of salary, effective November 8, which is effective during this fiscal year only, provides for an entrance wage of 60 cents an hour. Even noncertified employees receive this amount, and they know next to nothing about the Postal Service. Special clerks earn just about this amount on an average, and they have been in the service 10 years and longer, as a rule. Is this fair, and is it in

accord with that principle of justice to its citizens for which the American Government is noted both here and abroad? It is essential that this wage should be paid in order to attract capable employees and they need it to make both ends meet, but if they earn this amount, special clerks should receive much more compensation because of their efficiency, length of service, and other reasons.

We ask for and want immediate and permanent relief from the present inequitable and inadequate salary conditions. What we desire is a just and adequate salary, one commensurate with our ability, knowledge, and performance.

FRED W. PERKINS,
HAROLD J. SKINNER,
ETHEL M. GIBBS,
PERRY P. EVANS,
Special Clerks.

BRIEF SUBMITTED BY J. M. REED ET AL., CHATTANOOGA, TENN.

In presenting to you this brief statement on the subject of salaries of supervisory post-office employees we will endeavor to show you that the salaries paid us are inadequate to permit us to live in keeping with our positions, and that they do not favorably compare with the salaries paid to men occupying like positions and performing similar work in commercial and industrial lines.

In order to obtain definite information concerning the compensation of employees in commercial and industrial lines, we addressed a questionnaire to a few representative business firms and manufacturing establishments in the city of Chattanooga, requesting that they furnish us certain data concerning the annual compensation given paid employees, not stockholders, and stated to them that the information was to be used in making a comparison of the salaries paid in other lines and those paid by the Post Office Department.

Seven replies were received to the inquiry concerning the salary of the treasurers of seven different corporations and the average of the seven was \$3,671.42. The duties of these men are similar to those of the assistant postmaster of the Chattanooga office, but the average financial responsibility of these seven men was less than fifty per cent of that of the assistant postmaster, who receives a salary of \$3,000 plus a bonus for this fiscal year of 5 per cent.

Eight replies were received concerning the salaries paid to the superintendent of as many factories or mills. The average of the eight is \$3,515. The duties of these men are similar to those of the superintendent of mails, although their responsibility is considerably less, and our superintendent of mails receives only \$2,400 per annum, with a bonus of 5 per cent for this fiscal year.

The act of March 3, 1883, provides that the superintendent of mails may receive not exceeding 45 per cent of the salary of the postmaster. The postmaster at this office receives \$6,000 per annum and the superintendent of mails receives but \$2,400 basic salary.

Eight replies were received concerning the wages paid the foremen in these same establishments and the average of the eight is \$2,074.30 per annum, while the foremen in the Chattanooga office receive but \$1,600 plus a bonus of \$200 for this fiscal year.

Six replies were received giving the salary paid the bookkeepers by these same firms and the average was found to be \$2,300. The bookkeeper in this office receives \$1,600, plus a bonus of \$200 for this fiscal year.

Six replies were received showing that the salaries paid to the sales managers of these six concerns, and the average of these is \$4,282. While no position in the post office could be compared to these men so far as the nature of the work is concerned, their duties require no more business ability or technical knowledge than is required to successfully supervise the distribution, delivery, and dispatch of the mails at an office the size of Chattanooga.

In addition to the salaries paid to the men referred to above, the managers of the firms in question stated that the men were compensated in the case of illness or for absence on that account, that they are granted annual vacation with full pay ranging from 14 to 30 days, and in all cases where any employee had financial responsibility, the expense of bonding was borne by the firm.

In addition to these advantages of more pay, more vacation, provision for pay for time absent on account of illness, and for bonding at the expense of the firm, we are reliably informed, in some cases by the employees themselves, that these men have been the recipients of substantial bonuses, which were presented at the end of the fiscal year or at the holiday period.

We would also represent to your honorable commission that the emoluments mentioned are not by any means the most important advantages which the men in commercial and industrial life have over the men in the Postal Service. These men who receive technical training in these lines have a broad field open to them. If the compensation paid by the particular firm or corporation that employs them is not commensurate with their capabilities they can sell that same knowledge and training to a firm manufacturing a similar article or selling a like commodity whose business demands men of higher training or more energetic application. This is not the case with the postal employee. His field is confined to the narrow limitations of his own particular office, and those who have made the Postal Service their life's work have no opportunity of applying their knowledge and training in any other field of endeavor that would offer more adequate remuneration.

We would represent to your honorable commission that, in our opinion, no more equitable basis for compensating supervisors can be found than according to the receipts of the office in which they serve.

The receipts of the office indicate the financial responsibility of those employees whose duty it is to handle the finances and account for the revenues, and they also govern to a great extent the amount of mail handled, thereby determining the amount of work that will fall upon the employees who handle the collection, distribution, delivery, and dispatch of the mails.

In offices the size of Chattanooga; that is, with receipts between \$500,000 and \$600,000, we would suggest the following scale:

Assistant postmaster.....	\$4,200
Superintendent of mails.....	4,000
Assistant superintendent of mails.....	3,000
Cashiers.....	3,000
Bookkeeper.....	2,800
Foremen.....	2,800
Station examiner.....	2,800
Stenographers.....	2,000
Superintendents of stations.....	2,000-3,000

When the receipts of a carrier station do not exceed \$5,000 per annum, the station shall have a credit of three points, and when the receipts of a carrier station are over \$5,000 the station shall have a credit of three points for the first \$5,000 and one point for each additional \$5,000; also one point for every three employees. Table of points suggested:

10 points or less.....	\$2,000
11 to 20 points.....	2,200
21 to 36 points.....	2,400
36 to 50 points.....	2,600
51 to 75 points.....	2,800
76 to 100 points.....	3,000

On making inquiry concerning the daily wages paid in the various building trades in Chattanooga, we find the following are averages:

Blacksmiths.....	\$5. 60-\$7. 52
Boiler makers.....	6. 00- 8. 00
Bricklayers.....	8. 00
Carpenters.....	6. 00- 7. 20
Electricians.....	6. 00
Machinists.....	5. 48- 6. 00
Molders.....	7. 00
Plumbers.....	8. 00
Sheet-metal workers.....	5. 60

It will be seen that the average of these workers is well over \$6 per day, yet to attain these wages the only qualifications necessary are a rudimentary education and a three or four year apprenticeship in their chosen trade, and they are paid almost as much in wages during this apprenticeship as the postal workers receive during their first years of service. Further, they are not required or expected to maintain the standard of living expected of postal employees, especially those in supervisory positions.

At their present scale blacksmiths, bricklayers, boiler makers, or plumbers earn more than \$2,400 per year, while there are 14 of the 18 supervisors and superintendents of stations attached to this office whose annual compensation is but \$1,800 per annum.

At a number of the stations the superintendent takes all the responsibility and does all the clerical work. He is on duty 11 hours each day, therefore his hourly wage is but 52 cents, while that of the bricklayer, boiler maker, or plumber is \$1, with time and one-half for overtime.

If the bricklayer worked 11 hours, he would be paid \$12.50; and for that same time the station superintendent is paid \$5.76.

With reference to the matter of overtime, Sunday and holiday work by supervisors, we would respectfully call to the attention of your honorable commission the fact that no limit which would afford protection to the supervisor is placed on such work. During the rush seasons, especially at the Christmas holidays, it is not unusual for supervisors to be on duty from 12 to 16 hours daily for several days at a time, and if, as has been the case at this office, a supervisor falls ill as a result of long hours and overwork he loses his time unless he is fortunate enough to have vacation due him. From past experience we have found that it is not only expedient but necessary to save a large part of our vacation time for just such emergencies.

In support of our contention that our salaries are inadequate to permit us to maintain a fair standard of living, we quote you below a statement showing the expenses of one of the employees of this office. The compensation of this employee during the fiscal year ending June 30, 1919, was \$1,400. He prefaces his statement with the following remarks:

"At the beginning of the fiscal year I was practically out of debt, except for a note of \$1,500 on my home. More than 50 per cent of all the vegetables consumed by the family were grown in our own garden. Although I sold milk and butter during the year to the amount of \$185, I was compelled to negotiate a loan on June 1 to meet current expenses."

He then itemizes the expenditures for his family of six as follows:

Groceries.....	\$550. 00
Clothing and shoes.....	350. 00
Fuel for cooking and heat.....	95. 00
Lights.....	30. 00
Water.....	18. 00
Premium on life insurance (policy of \$3,000).....	135. 75
Interest on loan.....	90. 00
Books and tuition for three children.....	225. 00
Medical attendance.....	45. 00
Church and benevolences.....	125. 00
Car fare.....	50. 00
Newspapers and periodicals.....	20. 00
Lodge dues.....	7. 50
Telephone.....	36. 00
Taxes.....	112. 00
Total.....	1, 889. 25

You will note that he had no expense for rent, except the amount for interest and taxes. There is no provision for recreation. Although this man owns his own home, occasional repairs and painting are necessary.

There are numerous other instances that could be cited but as they show the same general condition it is not thought necessary or expedient to burden your honorable commission with the repetition. Other employees have been forced to go in debt and some have taken small jobs outside and work after hours to augment their income, but as you well know, this tends to undermine the health of the employee and at the same time lowers the efficiency of the service.

We know that you are so well informed as to the increase in the cost of living that we feel that it would be presumptuous for us to attempt to quote figures on the subject, but allow us to mention the fact that the statistics of the Department of Labor show that average increase in the price of foodstuffs for the six-year period from July 1, 1913, to June 30, 1919, was 85 per cent, and the statistics of the same department show that this cost was 1 per cent higher during the month of August, 1919, than it had ever been before.

We do not admit that an increase of 86 per cent will cover the additional price we have to pay. The average increase for the whole United States for all foodstuffs may be that low, but we find that the advance on the necessities, the things we must purchase and use day after day is much greater. In fact, upon making a careful survey of conditions and prices in our city and comparing them with the prices paid six years ago, we find that the cost of furnishing food, clothing, and shelter for the family

has increased approximately 93 per cent since 1913 as shown by the following tabulation:

	Per cent.
Foodstuffs.....	116
Clothing.....	125
Fuel.....	100
Housing.....	40
Miscellaneous.....	90
Average.....	93

Gentlemen of the commission, we would further represent to you that the separations from the service by resignation very forcibly demonstrate that substantial increases are necessary to avoid the loss of trained men who are so essential to the efficient postal service to which the public is entitled and which they demand. The records of the Chattanooga office show that the following employees have left the service during the past year:

Supervisors, 2; regular clerks, 7; regular carriers, 4; temporary clerks, 28; temporary carriers, 21.

And at the present time there are three vacancies in the carrier force with no eligibles to fill them.

Inasmuch as the entire force of this office is less than 150 men, it will be seen that the "turn over" in the force during one year amounts to approximately 40 per cent of the entire roster.

We petition that you fix the salaries commensurate with the responsibilities we bear; salaries that will, in part at least, compensate us for the many years of arduous labors performed; salaries that will restore to us that fair standard of living to which we as employees of this great Government are entitled.

We believe that your honorable commission will carefully and conscientiously consider the facts presented to you at this and other hearings on this subject and that you will recommend the enactment of such legislation as will secure for us an equitable classification. We, therefore, leave our case in your hands and are willing to accept your verdict.

Respectfully submitted.

J. M. REED,
R. M. GEORGE,
B. K. REYNOLDS,
Special Committee.

BRIEF SUBMITTED BY MR. J. G. BOWMAN, FOREMAN OF CARRIERS, LITTLE ROCK, ARK.

In presenting my claim for salary increase and also change in official roster title, I desire to submit the following information for your kind consideration:

I am 39 years old, have been an employee in the Little Rock, Ark., post office for 14 years, have held a supervisory position for the last 9 years. Was foreman of mailing division 4 years, and 5 years in present position as foreman of carriers.

As foreman of carriers I have 88 employees under my direct supervision, viz, 60 city carriers, 8 rural carriers, 10 substitute carriers, and 10 special delivery messengers.

My duties are as follows: Direct supervision of the office work of all carriers, including those assigned to parcel delivery and collection work, also the supervision of street work of all carriers at main office and stations, lay out and adjust the delivery and collection districts, make inspection of carriers street work, count and weigh mail, check time cards, make daily time reports, inspection of rural routes, make rural carriers monthly reports, keep record of and report on condition of all delivery equipment, furnish estimate for quarterly allowances for delivery division, make semi-annual efficiency ratings, and supervision of special delivery messengers, etc.

Little Rock, Ark., is a city with a population of 95,000, with approximately 90,000 within the city delivery limits.

I have more employees under my supervision than anyone in our office with the exception of the superintendent of mails, and receive less salary than the assistant superintendent of mails and no more than clerks who have but 8 or 10 clerks to supervise, and it frequently happens that ordinary clerks by working overtime make more than the supervisory employee who receives the minimum salary.

My salary is \$1,800 per annum and I am unable to support my family and live in keeping with my position and meet my obligations promptly, notwithstanding the fact that neither myself nor family have spent anything for pleasure or recreation during the past year. I earned more than \$200 outside of my salary which was spent, together with my salary, for food clothing and actual necessities.

My roster title should be changed from foreman of carriers, to superintendent of delivery (as it formerly was), with an increase in salary commensurate with the responsibility and duties performed. An equitable salary in comparison with a similar position outside of the post office would be at least \$3,200.

BRIEF FIELD BY MR. GUY SMITHSON, KNOXVILLE, TENN.

The supervisors, clerks, and special clerks of the Knoxville, Tenn., post office respectfully submit their statement, asking an increase of pay.

With one exception, no clerk in our office has been able to live on his salary. Many of us have acted as special delivery messengers or work when off duty in a side line in an effort to make ends meet. The following incident illustrates how the one clerk in our office lived on his salary: His son got permission to spend the night with a boy friend, and was told to come home for breakfast; the boy said "No, I want to stay for breakfast and get some nourishing food; they have meat at every meal."

I do not believe the department wants us to live from hand to mouth, as we must do on our present salaries.

It is now necessary for our wives to do all the housework, even the family washing and ironing; and the wives of several clerks in addition to doing this hard work are compelled to take in sewing to supplement the clerk's salary.

Others of us have been compelled to seek cheaper houses or confine our families to a small number of rooms and rent a portion of our homes in an effort to increase our income and prevent a deficit. We are compelled to wear old clothes and shoes, which is not done by other people in our social rank, but who get more pay than we do.

At this point I wish to call your attention to the wage scale paid in this city: Electricians, 67½ cents per hour; carpenters, 50 to 65 cents per hour; laborers, 35 cents per hour; masons, 87½ cents per hour; plasterers, 75 cents per hour; plumbers, \$1 per hour. This scale prevails now, and a demand has been made for an increase by all classes of labor to take effect on March 1, next.

Although a much higher standard of mental ability is required of us than is required of the above mentioned class, they receive higher salaries than we do.

The average wage of the retail clerk in this city, whose qualifications are not so high as ours is, receives an average of \$175 per month. The executive in a retail store, whose duties require the ability of a supervisor or a special clerk, receives an average of between \$200 and \$225 per month.

I repeat, we can not live on our present salaries and, of course, can not save for that day which comes to all—old age and inability to earn.

From this statement, which is true of all localities, it must be seen that competent men and women will not seek employment in the Postal Service; and all now in the service adapted to any other pursuit will leave the service.

In view of these conditions I respectfully ask your committee to recommend an entrance salary of \$1,800, with a maximum of \$2,400 to be reached in three years; \$2,600 for special clerks and \$2,800 for supervisors.

This is asked because the purchasing power of the dollar is equal to 50 cents, and this condition, if history repeats itself, will exist for a period of five years following a war.

CITY LETTER CARRIERS.

STATEMENT OF MR. A. R. WILSON, KNOXVILLE, TENN.

Mr. WILSON. Gentlemen, I am reminded in thus being allowed to present our case before you of a Biblical story. There was a certain noted prisoner by the name of Paul kept in chains for some time and he had hearings before a great many different men and they did not know what to do with his case. We are in bondage to old H. C. of L., and Congress does not know what to do with our case, and so it was finally put up to Agrippa, and I can say with Paul, "Oh, King Agrippa, I count myself happy because I am this day allowed to present my case before you." Because I know you have an understanding of these things, gentlemen, we are happy that you men who understand these things have been designated to hear our case, and

so, in behalf of the letter carriers of Knoxville, Tenn., and in behalf of the letter carriers of the whole country I am happy to present my case before you. [Reading:]

The letter carriers of the Knoxville, Tenn., post office, respectfully submit the following statements as to conditions under the present salary law for post-office employees and their need for an increase in salary:

The carriers in this office served as substitutes for a period of from eight months to four years and three months, or an average of a little over two years, at an average salary of about \$35 per month. They then entered regular service at a salary of \$850 per year, and until 1907 \$850 was the highest salary received. After the present salary law was enacted in 1907 it required four years more of service, and in some cases six or seven years, to reach the maximum salary of \$1,200. This remained the highest amount received until last year when we received a \$200 bonus with an additional \$100 beginning with July of this year, thus just coming into a 25 per cent increase over the maximum of 1907.

In the meantime after working for these years at a salary which would barely support the average family without laying by anything for old age, the cost of living has more than doubled, thus placing us in a deplorable condition.

From statistics gathered in our own office we find the average family to number four, while the average amount which the \$1,400 received last year lacked of supporting these families is \$181, but these figures do not tell the story of the struggle in many cases to live within these bounds. They do not tell of houses decaying and furnishings depleted, or of mothers working beyond their strength to help out the family expense.

We also call your attention to the fact that the Bureau of Labor Statistics show that all other lines of labor have received an increase in wages of from 70 to 100 per cent while we have received only 25 per cent; and that in most lines of labor the men work in comparatively cheap overalls while we must furnish costly uniforms.

In view of these conditions, and the fact that we have fallen in arrears in so many things, we petition you to give favorable consideration to a plan to make the entrance salary for letter carriers \$1,800 per year with a maximum of \$2,400 to be reached in three years instead of five years, as under the present law.

We believe that under present conditions the average family can not live in comfort for less than this, and that it is no more, comparatively, than \$1,200 was in 1907, when the present salary law was passed.

Now, gentlemen, as I stated first, if you can just remedy this condition, and I have been told that my own case would represent the limit of expenses above salary, because I have a Rooseveltian family of nine children. My expenses last year were \$2,500, because I had a son 17 years old who had to go to the hospital, with the result that I had a bill for \$200. That deficit was made up only in part and by every member of my family working. I had two of my boys in the service of our country, sending their allowance back home; my little boys carry papers in the morning and every member of my family worked. My good wife worked beyond her strength.

These figures do not represent the struggles that are taking place in our homes. As the carriers tell me, "There are my children: I would like to give them music and can not do it." Here are carpets worn out and they can not be replaced. The figures represent only the actual things we must make up and do not represent conditions as they actually exist. The strain under which I am laboring is lowering my efficiency. I have been in the service 21 years. When I was getting \$850 I saved more money; I bought a little home and paid some on it, and for the last few years I couldn't any more than pay the interest. I am still owing some on that home. I can not meet expenses under the present conditions and with my salary. My wife hasn't had any vacation in all these years that we have been struggling to the point where she can get money enough to visit her relatives in another State. She can not do it. These things, gentlemen, we ask you to take into consideration.

STATEMENT OF MR. V. E. GREGORY, NASHVILLE, TENN.

Mr. GREGORY. Gentlemen, as my fellow carrier has already said, we appreciate very much the opportunity of coming before you to present our claims. We also believe you are fair-minded and will deal justly with our case, and, as another speaker has said, we feel confident that in your hands rests the destiny of all postal employees of the United States. I suppose they number more than 250,000 men and women, and if you take into consideration our families not less than a million people are concerned in these hearings, held from city to city.

Mr. BELL. How many postal employees did you say?

Mr. GREGORY. We represent 250,000.

Mr. STEENERSON. The department, I think, estimates there are something like 300,000.

Mr. BELL. Two hundred and seventy-five thousand, I believe.

Mr. GREGORY. And we feel that unless we can get relief we are very much like I heard a man say yesterday. He said we carried more here [indicating shoulders] than we do here [indicating head]. I didn't use to think that, but the longer I stay in the service and consider the conditions in the field of my labor, the more I think he is right. I remember a little couplet that went the rounds some years ago: "Monday hired, Tuesday tired, Wednesday fired." I think that should be amended now to go "Monday hired, Tuesday disgusted, Wednesday resigned." That is largely the condition that prevails in the post office at the present time.

The foreman of substitutes called us around him sometime ago and said, "We need men for substitutes. You know we need men in the service and there are a great many soldier boys coming back from France and they need jobs. Go out after these soldier boys and see if you can prevail upon them to take the civil-service examination and enter the service." We complied with his request. How many were approached I have no way of knowing; I know there were between 50 and 60 by the carriers in the main office. How many from the stations I do not know. Of the number approached, 17 took the examination for clerk and carrier. Four of them only appeared and took the examination for carrier. I approached one young man who was in the grocery business—a clerk in a grocery store. He is a bright, capable fellow, and I asked him to take the examination. He asked, "How much do they pay?" I told him they paid 60 cents an hour for substitutes. He wanted to know how many hours they worked and I told him. Then he said, "Well, if I go in as a substitute, how long will it be before I receive a regular position?" I told him 3½ or 4 years. He said, "That's a long time to wait. How much will I receive then?" I said, if we receive the bonus, you will get 57½ cents an hour, after you reach the maximum salary. He said, "That's less than the substitutes get." Then he wanted to know how long it would be before the maximum salary would be reached, and when I told him he said he didn't think he cared to take the examination. Since then he has been promoted from the position he then held to the manager of the store. He is a most intelligent young fellow, but no brighter than a number of our carriers. The State factory inspector's report shows living expenses have advanced 90 per cent, indicating that if we were entitled to \$1,200 per annum

10 years ago, we should receive \$2,300 now. Bradstreet's estimates living expenses have advanced 131 per cent. When you take into consideration that for the past 10 years the cost of existence has been gradually climbing, and for the past 3 or 4 years by leaps and bounds, it can be readily seen that we should be entitled to a salary of \$2,400 at least.

A further consideration, however, is the consideration of the matter of uniforms and other clothing that we are compelled to furnish. For instance, the bricklayer buys him a jumper and overalls and a hickory shirt and it costs him about \$7 or \$8, perhaps—possibly \$25 in all a year. A letter carrier, to maintain the department's regulations, must purchase at least two new uniforms each year at a cost of about \$75. The ordinary man can wear two pairs of shoes 12 months. A letter carrier must have four or five or six pairs of shoes, and shoes are not very cheap in these days. There is a pair of shoes that I have on that cost me \$10. I used to pay \$3.50. It is the same brand of shoes bought in the same shop. Five years ago they would have cost \$3.50 or \$4; now they cost \$10.

Then, again, he goes out in the hot sun and is soon perspiring until every shred of his shirtwaist and underclothing is wet. It is filthy and insanitary. He should have a change of clothing every day. There is an increase all along the line until the matter of clothing represents something like two hundred to maintain a man in his everyday working clothes. Then if he goes anywhere with his wife or happens to be a young man and aspires to matrimony or religiously inclined he must have an extra suit of clothes for Sundays and Wednesday nights, or even to go to the movies. He doesn't desire to be conspicuous and attract attention to himself and advertise the fact that is a letter carrier by wearing his uniform. It will then cost him in the neighborhood of two hundred and twenty-five to two hundred and fifty dollars a year to maintain decency and respect under governmental regulations.

This would indicate then that our salaries should be above twenty-four hundred dollars. For that reason, we maintain that we should have salaries of at least eighteen hundred, twenty-one hundred and twenty-four hundred dollars—not less than twenty-four hundred dollars. The majorities of us have families. These families must be supported in decency. I maintain I have the same right to educate my boy and my girls that any other man has, because we are Americans and believe in American principles and American ideals. There is not a Bolshevist among us, I am confident of it.

We believe also that there should be some method of promotions that is better than the present method. A man serves as a substitute for three and a half or four years. Then he goes back to, say, eight or nine hundred dollars, whatever the case may be, and then he must climb up again. We have a carrier in the Nashville office that has already served 10 years and has never reached the maximum yet. He has never been demoted, and has been regularly promoted each time according to the law. Then, when a man reaches the position of carrier, he is a carrier always. He is not allowed to hold a supervisory position at all without transfer. There is no promotions at the present time, and we are trusting that something will be done to remedy this. We believe it would be an incentive to a man to give more efficient work, and it would give wider range efficient in the service and with ability to select from.

(Mr. Gregory filed the following brief:)

BRIEF SUBMITTED BY MR. V. E. GREGORY, AND PREPARED BY HIMSELF AND W. T. EASTES, NASHVILLE, TENN.

The following brief is respectfully submitted by the committee of letter carriers from Nashville, Tenn., believing that it will receive at your hands fair and just consideration.

(1) INCREASED SALARIES.

We feel that the letter carriers employed by the United States Post-office Department should be adequately compensated for their labor. That such is not the case at the present is evident, and to show that this is true we have arranged an appendix to this brief, which shows that since the year 1913 living expenses have advanced 90 per cent to the year 1919. Previous to this, living expenses had been advancing so that during the past 10 years there has been an advance of approximately 120 per cent in the necessary commodities of life. This would indicate our salaries should be advanced to a salary ranging from \$1,800 to \$2,400 per annum.

In addition to the preceding, letter carriers are necessarily compelled to purchase each year an excess of clothing over any other workmen, to present a neat appearance :

	Approximate cost.
2 or more uniform suits.....	\$75. 00
4 pairs shoes.....	45. 00
2 umbrellas.....	4. 00
1 rain coat.....	16. 00
2 pairs overshoes.....	4. 00
1 pair leggings.....	2. 00
4 suits winter underwear.....	20. 00
6 suits summer underwear.....	15. 00
6 shirtwaists.....	12. 00
3 pairs gloves.....	6. 00
1 sweater.....	8. 00
1 cap.....	2. 00
1 hat.....	3. 00
10 pairs hose.....	5. 00
Total.....	197. 00

To this, if he goes anywhere other than to work, he must have at least of citizen's clothing.

Thus, it will be seen that he must expend at least \$200 per annum for his own clothing, which is an excess over what the average workman expends of more than \$100.

Therefore, we feel that we should be receiving a salary of no less than \$2,400 as a maximum salary.

(2) RETIREMENT MEASURE.

We feel especially anxious that a retirement measure be enacted that will give the Government ample protection from indigent workmen and also afford to letter carriers protection in old age; and as it is a fact that according to Government bureau statistics, no man with a family of five can live decently with less salary than \$2,262 per annum, this retirement measure should not tax the salaries of letter carriers in excess of 2 per cent.

(3) TRIAL BOARD.

We appeal to your honorable body for a trial board. We have too long suffered from unjust rulings, from unjust decisions, simply because the department is judge, jury, and the public and supervisors star witnesses against us. We are left no appeal and no alternative but to suffer if our case comes into the hands of an unfair man.

(4) LIMIT OF WEIGHT.

Large, heavy, and unwieldy parcels are being transmitted through the mails every day. We pray that no letter carrier be required to carry without a vehicle more than 40 pounds in residential territory and 50 pounds in business districts.

(5) MISCELLANEOUS.

We serve three and one-half years on an average as substitute, and work day and night whenever called.

It takes from three to four years after being appointed to regular duty to attain the maximum salary of \$1,200 per annum, together with temporary increases.

We work in sunshine and cloud, rain or snow, wind, mud, sleet, hail, heat, and cold, and anything in the way of weather from the zephyrs of spring to the bitter winds of winter. Hence an excess of clothing required and occupational diseases contracted.

We must meet the world with a smile and courteously represent the greatest Nation on earth, a thing hard to do when our families are in need.

We receive only 15 days' furlough and no sick leave. Other Government employees no more deserving than we are allowed sick leave and vacation time also.

We are allowed no promotion without being transferred to clerical positions. Our work unfits us for other callings, and if we are disabled or discharged we can not use the knowledge acquired in any other calling.

We pray for some system of promotion that will make it possible for a letter carrier to reach the maximum salary without serving 8 to 10 years as an apprentice and then if he shall properly apply himself, have still further promotion to supervisory positions. This, together with other reforms suggested herein, will, we believe, bring the service to a high state of efficiency, hitherto unattained.

Mounted carriers are receiving barely enough to maintain their equipment, and receive nothing for the investment of four to five hundred dollars and nothing for the depreciation in value of horse and wagon.

All carriers are engaged in other work to enable them to make enough to "get by," but they are thereby forced to work long hours.

The average increase per cent of other workers is 60 per cent. Letter carriers have received only 37½ per cent.

Our rest rooms or "swing rooms" are seldom well lighted or sanitary.

We walk from 10 to 15 miles per day and serve a constituency of from 1,000 to 4,000 people, a load on our backs weighing from 10 to 75 and 100 pounds, but unlimited.

We can not, if dissatisfied, engage in strikes, nor do we wish to.

STATEMENT OF MR. R. L. JONES, FORT SMITH, ARK.

Mr. JONES. Mr. Chairman and gentlemen of the commission, I represent the letter carriers of Fort Smith, and as the entrance salary is unattractive these days, we feel that we do not get the men that can efficiently handle the postal service. The standards of the examinations have been reduced and the men coming in under these standards refuse to stay. They find that the heavy loads imposed upon the carriers are too much and we ask this commission to remedy that.

Senator GAY. Are you short of letter carriers in Fort Smith?

Mr. JONES. Yes, sir. We are short. We can not get the help. Until just recently it was impossible to get them. At the present time we have only two subs and the carriers work overtime. We think that the loads that the department require us to carry are too heavy. We have carriers who go out with as high as 90 pounds on their shoulders. That is unjust. We feel that 40 pounds for the business district, with 25 or 35 for the residence district, is sufficient for a carrier to have to carry on his shoulders.

Senator GAY. What about the pay?

Mr. JONES. We feel that it should be \$1,800, \$2,100, and \$2,400, and we feel that the postal laws should be changed with regard to section 701, where the carrier is not allowed to become a supervisor, captain, foreman, or sergeant of the other carriers. We feel there is as good material in the carrier force as in any other force in the service. We think that is unjust and ask this commission to remedy that, if it is possible.

You all know the living conditions have increased and I don't need to take up your time with that phase of it.

STATEMENT OF JOHN WHITE, JR., MEMPHIS, TENN.

Mr. WHITE. Mr. Chairman, honorable members of the Joint Commission on Postal Salaries, and fellow employees, it gives me great pleasure to have the honor and privilege of appearing before this august body in behalf of adequate salaries for the employees in the Postal Service, and their readjustment and reclassification on an equal basis. I have been selected as one of the speakers in this section of country to represent the letter carriers of the Memphis post office, not because of my excellency of speech, or because I'm an orator, but because the boys believe I'm a real talking convert on this salary question and they have sent me here to convince and convert the other brethren.

We are proud to have you, honored gentlemen, in our midst and congratulate ourselves upon the fact that the men who form this commission are some of the most ardent and staunch friends of the letter carriers, and have never lost an opportunity to lend their support to measures vitally concerning us, and we hope, honored sirs, that after you shall have heard us on this question of increased pay, that you will not let us suffer any longer from inadequate compensation. I desire to say further, gentlemen, that we prize this opportunity to reason with you and to speak for ourselves. This surely is the first fruits of the President's order granting collective bargaining which is the best way to arrive at fair and square conclusions.

Again, gentlemen, we have not come up to this meeting as a band of socialists, whose cry is "Down with the rich." We have not come as a Bolsheviki organization whose motto is, "Let the poorer classes rule." Nor have we come as a gang of I. W. W.'s or "Reds" who spread consternation in their path and desire to reap where they have sown not, but we do come as faithful, patient, honest, patriotic, and law-abiding citizens and employees of this great Post Office Department of our Government.

We desire to say further that we have not come here to demand one thing from you gentlemen, but we have come to request your most earnest consideration of our plea for a fair living wage and the reclassification of our salaries on an equal basis.

The qualifications here in Memphis to be a postal employee are set at a very high standard. He must be physically, mentally, and morally O. K. No higher standard could be set for any body of men, be they bankers, lawyers, doctors, or business men. Therefore our requirements put us above the average laborer. We must also maintain a high rating of efficiency from year to year.

Upon an investigation made by the Department of Labor, April 1, 1919, it was found that the cost of living for the six-year period, March, 1913, to March, 1919, has increased 100 per cent. It is therefore apparent that the rate of pay for postal employees was fixed under economic conditions that have long since been swept away, and there is absolutely no evidence at our command, that normal conditions as we knew them in 1913 will ever again prevail. We are living in a new era. Everything is changed. Congress granted us a temporary increase of 25 per cent to offset the cost of living many times greater. Later we received another temporary flat increase of \$150 for the present fiscal year, which helped a little, but by no means meets our needs. A dollar now is the cheapest thing on the market.

It requires twice as many dollars to buy now what one could buy in 1913 in Memphis, and at the same time the wages of employees of private industries have been increased accordingly, thereby causing our efficient men to seek higher salaries in other fields of labor. Right here in the Memphis post office some of the best and most efficient post office men to be found in the country have resigned because of poor and inadequate pay, and the sad fact about it now, gentlemen, is that the families of those who remain are living at a poor dying rate. There was a ballad on the town about six years ago, whose refrain was, "The High Cost of Living is Driving Me Mad," but, gentlemen, that time has long since changed and we are realizing daily every time we go to purchase something, that the high cost of living is driving the letter carrier mad. So it is plain, gentlemen, that being underfed we can not maintain our physical requirements and it mars our tranquillity, for who could be pleasant when hungry, or all smiles when their clothes are tattered and torn, and inadequate pay is compelled to affect the weaker man morally.

Why, unskilled labor is grinning at us, to say nothing of skilled labor and mechanics. Porters in cotton offices in Memphis get \$1,600 per year, 60 days' vacation on pay, no uniform to buy, no doctor's bill and no bond to give. A train porter, which is a mere flunky job, gets \$1,900 per year right here in Memphis, and is on the road about half the time, and had the nerve to congratulate me with a big horse grin when we received the \$150 per year flat increase.

Men right here in Memphis who have jobs that require no mental efficiency and half naked while working, are getting from 45 to 60 cents per hour. While our uniforms cost twice as much as they used to. Summer trousers formerly cost in 1913, \$3.40; now cost \$10.50. Winter uniforms formerly cost \$25; now cost \$45 and \$50. Shoes formerly cost \$3.50 per pair; cost \$10. Again, gentlemen, we are not asking so much for a readjustment and reclassification of our salaries on an equal basis because the other fellow is drawing more pay than we, but because the profiteers, if you please, are no respectors of persons, and in Memphis we, as postal employees, are up against increased house rent and property values, increased provision and fuel bills, increased clothes and shoe bills, increased insurance and street car fares, increased doctor and drug bills, increased laundry and lodge bills, increased admission to everything and even increased undertaker bills, increased church and charity contributions, and everything is still on the increase except drinking water.

Still we have struggled to meet these abnormal conditions without success. We shall never be able to come out from under the shadow of debt unless you, gentlemen, sympathize with us and recommend to Congress a fair living wage for us that we may live and also lay aside something for a rainy day. The savings banks don't know I'm in town, and it looks dark and dreary for the future. Our men in the Memphis office who have large families have to resort to outside work to keep up. We have some carriers now taking the United States census, while we talk in an attempt to convince you gentlemen that we need a readjustment and reclassification of our salaries on an equal basis. I haven't bought a suit of civilian clothes or a pair of dress shoes since they went up, and that was several years ago; am nearly threadbare and barefooted. If you gentlemen could have seen some of our summer uniforms you would have thought we were

knights of the road instead of postal employees of the great Post Office Department of our Government. I was embarrassed not so much by my uniform as I was by my salary. If my salary had been sufficient, I could have purchased a new one.

We, as postmen, are dealing with men's families and coming in contact with the public as no other set of men do, and we ought to be able from the salary point of view to look our best, feel our best, and act our best.

In conclusion, gentlemen, I have attempted to show you—

1. That the post-office service is deteriorating in Memphis because of the best men dropping out on account of not receiving a living wage.

2. That those of us who remain can not maintain that high standard of efficiency set for us.

3. That we can not recruit new employees because they can do better otherwise.

4. That we desire to have something for a rainy day after spending our lives in the service.

5. That we are thankful and appreciate the temporary relief which helped us some.

6. That it requires twice as much money to live now as it did in 1913, and we respectfully ask that you gentlemen consider our appeal worthy of your recommendation to Congress for a reclassification of all letter carriers' salaries on the following basis: Entrance grade, \$1,800; second grade, \$2,100; third grade, \$2,400.

I thank you heartily for your patience and attention to my remarks.

SUBSTITUTE LETTER CARRIERS.

BRIEF FILED BY CARL M. M'KNIGHT, SUBSTITUTE NO. 213, MEMPHIS, TENN.

It is with profound regret that I can not be with you in person this morning, since I am to represent the substitute carriers of the Memphis post office, but as I can not be with you, I thought to reduce my saying to writing, which I hope will meet your approval.

We are justly proud of this Commonwealth of ours, since it is the greatest on the face of the earth, and we are willing to do all in our power to uphold the Stars and Stripes, and we know of no better medium through which we can demonstrate our loyalty than the civil service, as in it we serve both the Government and the public.

But we are sorry to say that the present rate of pay is absolutely inadequate with which to meet the present-day demands, and as a representative of substitute carriers of the above-mentioned post office we desire to mention a few facts as follows:

1. When we first enter the civil service, we are required to provide ourselves with uniforms as per the regulations, be the season summer or winter, and since there are no provisions made for them otherwise, we must pay for them out of our earnings, which are often very meager.

2. We are greatly embarrassed when we are unable to pay for the uniforms, due to not having worked very much at times.

3. The cost of living is so high, brought about as a result of the recently closed war.

4. It costs us substitutes as much to live as it does the man that is on a regular salary.

5. We are required to report at the office every morning whether we work or not, which means that we must pay our own car fare.

6. Quite a number of us are married and some of us have large families and are unable to properly provide for them because of the conditions with which we are confronted.

Now, gentlemen, may I say that in view of the above-mentioned facts, and when we realize that the purchasing power of the dollar is just one-half what it was a few years ago, we can not see in it a living for us at the present rate of pay. We are truly grateful to the commission for having given us the 50 per cent raise, but when we consider that we average about \$50 per month (there being about twenty substitute

carriers in the Memphis post office), you can readily see that the present rate of pay is entirely inadequate.

Because of the above-mentioned facts, several of the substitute carriers have resigned from the above-mentioned office within the past few months, and unless something is done along the line of better pay there will, in all probability, be several more resignations within the next few months.

We hope not to become "obnoxious", nor to be seen in a bad light; we only wish the commission to see us as we really are, and we hope we are not asking too much when we ask that the substitute carriers be paid more, as in so doing it will have a tendency to raise the standard of efficiency and proficiency in the Postal Service.

Finally, may I say, that when we consider the scarcity of work during the dull season, and that coupled with the low rate of pay that we are receiving, we are often to undergo quite an embarrassment with our creditors, as we sometimes have to go to them and ask for an extension of time, which is not so easy to do at all times.

Senator GAY. There will be a recess until 2 o'clock.

AFTER RECESS.

STATEMENT OF MR. W. S. McKINSTRY, NASHVILLE, TENN.

CLERKS IN FIRST AND SECOND CLASS POST OFFICES.

Mr. McKINSTRY. Gentlemen, so many different phases of the subject has been covered that I thought I would go into conditions that exist in the service; conditions that govern the men engaged in the work.

Senator MOSES. May I suggest to you and all the other gentlemen who speak this afternoon that from the time the commission held its initial hearing in New York City down to to-day we have been fed up with the high cost of living and the conditions under which the work is performed. We know that clothes and house rents and doctors' bills are expensive. We know that in many of the post offices, probably all, there is an insufficient force and that they work under very bad sanitary and industrial conditions. Now, in the closing days of these hearings, we would like to get some practical suggestions from the men other than that of an increase in pay. If there are conditions in the service which might be remedied by promotions or a different organization of the groups you represent—and I say that with reference to all organizations—we would like to have some practical suggestions along those lines. I know how expensive flour is, because I buy it myself, and I know how expensive shoes are, because I wear shoes, but what we would like to hear are some practical suggestions with reference to a reorganization of the service, so that both the service and the men may be benefited.

Mr. McKINSTRY. That is what I was going to attempt to give you.

Senator MOSES. I beg your pardon.

Mr. McKINSTRY. This is a paper that was compiled from a special questionnaire sent out to the clerks in the Nashville post office, in which we endeavored to get at this from a different angle. We tried to keep up with your other hearings and hoped that we would be able to put the matter before you according to your apparent desires. For instance, we found out that 40 per cent of all the hours worked by post-office clerks were after 6 p. m. and before 6 a. m.

Senator MOSES. We have heard that before.

Mr. McKINSTRY. Did you hear that 62 per cent of the tours were all or partially night work?

Senator MOSES. Yes.

Mr. McKINSTRY. That 50 per cent of the clerks complain that younger men in the service are holding preferential positions over them?

Senator MOSES. We haven't heard that.

Mr. McKINSTRY. That is one of the questions on the questionnaire sent out. Fifty per cent of the men claim that younger men in the service are holding preferential positions over them; that four years is the average length of time served at night work before getting day-work; that 75 per cent of the clerks declare they wouldn't stay in the service on night work for an indefinite period. Some of them propose remedies along that line. I believe that is what you had in mind.

I got these questionnaires in and reduced them to a percentage basis, and 50 per cent of the men believe that if only first-class mail were worked between these hours of 6 p. m. and 6 a. m. that this question of night work would be relieved. Fifteen per cent believe in a 15-minute differential and think that if that were allowed it would correct it. Eight per cent believe that the public cooperating, by early mailing, would be a corrective measure, and 19 per cent failed to answer that question.

Fifty-three per cent of the clerks state that overtime is a burden. The average overtime put in by the clerks per month was about 20 hours apiece. Some worked very much overtime and some none at all, but the average was about 20 hours a month. Now, they offer these remedies. Ten per cent believe higher salaries will correct it; 25 per cent believe in time and a half time for overtime; 43 per cent believe that more regular clerks, additions to the service, would correct it; and 22 per cent failed to answer the question.

Now as to the question of scheme study, they claim on an average they put in 156 hours a year on scheme study. Fifty per cent of the clerks declared that their scheme study allotment was more than necessary, and they ask that they be paid, given time off, or in some other way be allowed 175 hours for scheme study.

Senator MOSES. Yet the average reported was only 156 hours.

Mr. McKINSTRY. They wanted to raise it a little so that it would not be so hard on them.

Now, 55 per cent of the clerks in that office are holding outside positions to supplement their insufficient wage; they are engaged in different branches of business—55 per cent of the clerks are engaged in outside work. They are engaged in gardening, dairying, farming, newspaper work, salesmen, theatrical employees, real estate, civil engineering, law, physicians, dentists, the ice business, teaching, motor-vehicle business, and stenographers. That is the way they have answered that question.

Of course you are interested in the number of men leaving the service and things of that kind. We have 104 clerks in that office, and in the last two years and a half 26, or 25 per cent, have resigned. I get figures from the Little Rock office to the effect that as high as 44 per cent have resigned. It runs higher with substitutes. They resign quicker and more often than the regular men. Then the temporary substitutes are just coming and going all the time, which you are familiar with. The average time served by the substitute clerks was seven years and three months from initial day to time he

reached maximum salary in the Nashville office, according to the records of the last two years. The frequency of examinations is every three months. A great many decline the positions after taking the examinations, and it is said by the officials that the men taking the examinations are not thought to be up to the required standard. as we had in the past.

With regard to the substitute clerks, we in Nashville and this particular section of the country are of the opinion that substituting should be limited to a period not to exceed one year, and that they be paid not less than 70 cents per hour, with a guaranty of a hundred dollars a month, and that after one year's service as a substitute that they should become a regular appointee at the initial salary.

We are also of the opinion that in the assignment of clerks to the preferred positions, the day positions, which the post-office clerks think a great deal of—positions without scheme study, and day work—positions in the money-order division, in the registry division, or any of the preferential positions to those involving scheme study and night hours, that the senior clerk should be given preference, and that promotions to the supervisory positions should be made from the senior men. If this plan is carried out and faithfully executed, it will result in great benefit to the service, and will give every man an incentive to better himself. There will be some mistakes, of course, but this plan will lessen the faults found in the present method of making promotions. Of course, it will be understood that any clerk retains the right to waive any promotion offered him.

Senator MOSES. You wouldn't make seniority the inflexible rule, would you? If the senior man was not efficient you wouldn't necessarily promote him.

Mr. McKINSTRY. I would. That is our idea about it. Put it up to him and give him a trial, and if he don't make good, give the next man a chance.

Senator MOSES. You spoke about the younger men in the service getting the preferential positions. How is that brought about?

Mr. McKINSTRY. I have always noticed in the Nashville office, to be frank with you, that when the Republicans were in power those of that political persuasion had the better positions or the opportunity to get them, and that when the Democrats were in power the promotions went to them. [Applause.]

Mr. STEENERSON. Is that still true?

Mr. McKINSTRY. It has always been true.

Senator MOSES. Then this field is wholly bipartisan?

Mr. McKINSTRY. No. No; we have some fellows there and we can not tell just whether they are Republicans or Democrats. They seem to be on top all the time.

Mr. STEENERSON. They can change as quickly as the party; is that it?

Mr. McKINSTRY. Election night they are on the side that wins.

I would like to say a word about scheme study. Scheme study has always been an unpleasant but necessary burden on the distributing clerks. We understand that we have to study these schemes. It is part of the business. In many offices men are required to study schemes in excess of the actual requirements just to please some overexacting supervisory official. Every once in a while

you will find one of these officials, and I don't care what your rules are, some of these supervisory officials make them study more schemes than is necessary. In some places a supervisory official will pick out a fellow he don't like; maybe he is a Democrat or a Republican, or it may be for some other or personal reason. He will go down the line and put more study on him. He will single him out. Such cases have been known. For that reason, we would like to have some limitation placed on scheme study, to protect those men. To protect those men a limit of 2,000 names or offices should be fixed by law as the maximum required. This is just an opinion from the Nashville post office that we put up to you for what it is worth.

Now, as to efficiency ratings. You know, the efficiency rating at Nashville—there is no sense to the thing. Absolutely no sense to the thing at all. [Applause.] It is a system by which you start out at the first of the year and you are granted 100 per cent, and from that time on for everything that goes wrong with you, no matter what it is, in your work, you get demerits for it, and that cuts your 100 per cent down continually until the finish of the fiscal year you do not know where you are going to come out. If you are fortunate, you may get enough to get your promotion, but if you are unfortunate—the man that does the real work, has the most responsibility stands the biggest chance to get the demerits. It is like playing baseball—the man taking the most chances will make the most errors, but, unlike baseball, you do not have a chance to overcome those errors by making good plays.

Once your efficiency is impaired, you never have a chance to come up. That is what we object to. We don't care if you tax us with what goes wrong in the service if you will only give us a chance to come back and overcome them. The inauguration of a system that will allow a clerk to redeem his record once it has been impaired, will serve as an incentive for a clerk to make good.

Senator MOSES. Have you any suggestions as to how the efficiency record should be kept; whether there should be a separate board from the employees of the office?

Mr. McKINSTRY. No, sir; I hadn't thought of that. I don't suppose that could possibly be inaugurated. It is carried on by the supervisory officials. I do not see how there could be a separate board.

Mr. STEENERSON. You could frame new rules whereby the supervisory officials could make more perfect ratings.

Mr. McKINSTRY. I would like to have rules whereby we could have a fair trial. Let us get on a basis where the fact that the Republicans are in and the Democrats out, or vice versa, will have no effect on the men and their promotions. It happens on both sides. What we want to do is to give the fellows an opportunity for defense by a fair, outside board—a court of appeals on the outside.

Mr. STEENERSON. That is really a distinct proposition from the rules and methods by which efficiency is determined. I understand the present procedure is ineffective. Well, then, what procedure would you suggest?

Mr. McKINSTRY. I have nothing to suggest, except that we don't care how much you tax us if you give us a chance, by perfect and meritorious work to get merits as well as demerits.

Mr. STEENERSON. In other words, you want a rule of procedure that would reward you or give you a credit mark for something well

done, and under the present system there is only black marks all the time. They give you 100 per cent, and you have a whole year in which to wipe that out.

Mr. McKINSTRY. Yes, sir; for instance, a man that is regular in attendance should get several good marks for that. A fellow that is punctual in getting up his examinations—for instance, suppose I am to be ready on a certain day, if I am ready a week before, give me a couple of good marks to help overcome the demerits.

Mr. STEENERSON. The system in effect now is simply a system of penalties.

Mr. McKINSTRY. Yes, sir.

Mr. STEENERSON. It reminds me of the complaints of the farmers with reference to the grading of wheat; there were 96 ways of degrading it, and no ways of getting it up.

Mr. McKINSTRY. I would like to say a word about sick leave, if you are interested.

Senator GAY. We are interested in all the subjects that pertain to the service.

Mr. McKINSTRY. I would say that many of the employees in the departments at Washington are favored with a 30-day sick leave, but if you will just start in by giving us 15 days sick leave for the actual days we are sick, where we can prove it by a physician's certificate, I think the boys will be satisfied for a while, and then, after awhile, of course, we would like 30 days the same as those fellows in Washington, but I think we would be reconciled to 15 days, if we can get it, for a starter.

Mr. STEENERSON. Well, do you expect to get that whether you are sick or not?

Mr. McKINSTRY. No, sir.

Mr. STEENERSON. Those clerks at Washington don't get it unless they are sick.

Mr. McKINSTRY. We personally do not expect sick leave unless we are sick.

Mr. BELL. Sometimes they do in Washington.

Mr. McKINSTRY. We think we ought to get it.

Mr. STEENERSON. I would not be in favor of taking that as a precedent; granting sick leaves to people who are well. I don't think that would be right.

Mr. McKINSTRY. Of course, we are going to be honest about it.

Mr. STEENERSON. You are advocating genuine sick leaves?

Mr. McKINSTRY. Yes, sir.

Mr. STEENERSON. Not fictitious sick leaves?

Mr. McKINSTRY. No, sir.

Now, with regard to night work. About 70 per cent of the clerks are required to work all or part of their tour of duty during the night hours. Night work is injurious, unpleasant, and a detriment to the health.

With regard to retirement. The Postal Service is not different from any other concern that employs men to labor and who grow old in their service. At this time all progressive corporations, firms, and manufacturing establishments of the magnitude of our Postal Service has seen the wisdom of retiring their old men, not only because it is an act of justice to those faithful old employees but it has been proven to be a matter of economy. The old men in the Postal

Service deserve this just consideration, and a little research work and comparative data on this subject will prove to the Government that it not altogether is an act of charity but a fair and just retirement measure, such as we find in the Lehlbach bill will prove a profitable investment.

Senator GAY. Mr. McKinstry, your time has about expired. There are some other men here to be heard.

Mr. McKINSTRY. I would like to say one word about fumigation of sacks; not only sacks but pouches and other equipment, which is never cleaned from the day it enters the service until it is taken out, and when you take into consideration that we are hauling parcel post and trying to put into effect this farm to the table movement, and you take into consideration that these sacks and pouches lay around the terminals and everybody spits on them, and that they are dragged along the ground, being too heavy to be lifted when heavy laden, you can easily see how they will become filthy and decidedly insanitary. We recommend that they be fumigated and laundered from time to time, which will be easy enough to accomplish in the basements of the large post offices scattered all over the country.

Senator GAY. That is a very valuable suggestion.

(Mr. McKinstry submitted the following brief:)

BRIEF FILED BY MR. W. S. M'KINSTRY.

We, the post office clerks of Nashville, Tenn., in answer to your honorable body's request to appear before you with oral and written statements, do hereby file with you this brief on the subjects of inadequate salary and unjust working conditions affecting post-office clerks.

Examinations.—All applicants for the position of post office clerk are required to take an open competitive examination from which the eligible register for appointments are made up according to percentage.

Appointments.—Appointments are made in rotation to the position of substitute. Substitutes are paid at the rate of 60 cents per hour for the actual time they are employed. Their average pay is about \$90 per month and their average time served as a substitute is about three years.

Regular position.—After receiving a regular position at the lowest salary they start on a five-year tour before they reach the maximum salary, making an average service of eight years from his entrance in the service as a substitute until he reaches the maximum salary.

Increased cost of living.—During the last six years the cost of living has increased 90 per cent on the average, and 140 per cent in the necessities. During these same six years the post-office clerk's salary has only increased 37½ per cent and it will take at least an additional 50 per cent to overcome this great difference in increased cost of living and help us to pay the burden of debt that rests on our shoulders as shown in exhibit attached hereto.

Impaired efficiency.—Present salaries and conditions are a barrier to the competent young men from which our ranks were recruited in the past. In our desperate efforts to move the mails we are now working the school boys and old men and industrial cast-offs.

Young men leaving the service.—Competent young men not only refuse to be recruited but that same type within the service is being lured away by the sugar plums of better salaries offered by the industrial world.

Salary.—There is but one way to overcome this crisis and that is for the Government to meet the salaries offered by the industrial world and induce competent young men to enter the service. Just what that salary should be, we may not agree, but a careful analysis of salary tables from different cities throughout the country, covering all classes of man who labor both physically and mentally, have caused us to suggest a minimum salary of \$1,800 and a maximum salary of \$2,400 per year. Promotions every six months, in multiples of \$200.

Substitutes.—That substitute service be limited to a period not to exceed one year; that substitutes be paid at the rate of 70 cents per hour, with a guarantee of not less than \$100 per month, and that after one year the substitute automatically becomes a regular appointee at the initial salary.

Seniority.—That in the appointment of clerks to preferred positions, viz, day work, positions without scheme study, stations, money order, registry division, or any preferable position to that of scheme study and night hours, that the senior clerk be given the choice, and promotions to supervisory positions be made from the oldest clerk in the maximum grade, and let seniority prevail throughout the supervisory position to the highest place. If this plan is carried out in detail and faithfully executed it will be a guarantee of satisfied employees and an efficient supervisory force. There will be some mistakes made, but this plan will lessen the evil as practiced in making promotions at the present time, granting the clerks the right to waive promotion.

Scheme study.—Scheme study has always been an unpleasant, but a necessary burden on distributing clerks. In many post offices men are required to study schemes in excess of actual requirements just to please some over-exacting supervisory official. To protect these clerks, a limit of 2,000 names should be fixed by law as the maximum requirement in the official life of that clerk, but where by consent of both clerk and supervisory official concerned, and it becomes necessary for good of the service to learn more names or facts, that said clerk be paid a bonus of 25 cents per name for every one learned over the original 2,000.

Efficiency rating.—A uniform, just, equitable, and common-sense efficiency rating would do much to bring about a better understanding between clerk and official, the present system is absolutely without merit, produces friction, and does not promote efficiency, but to the contrary I fear it is a morale destroyer. It is in part a system of punishment, absolutely offering no reward for meritorious service and this point alone would destroy the effectiveness, even if it were otherwise without fault. The inauguration of a system that will allow a clerk to redeem his record once it has been impaired will serve as an incentive for a clerk to make good.

Sick leave.—Many employees of the Government are favored with a sick leave. The post-office clerk, too, is deserving in this respect, and we ask your earnest consideration for a 15-day annual sick leave for post office clerks.

Night work.—About 70 per cent of all post office clerks are required to work a whole or part of their tours of duty during the night hours. Night work is difficult, unpleasant, and injurious to ones health, therefore we ask your honorable body to consider in your deliberation of our case a 15-minute differential for each hour for those who are required to work between the hours of 6 p. m. and 6 a. m.

Retirement.—The Postal Service is not different from any other concern that employs men to labor, and who grow old in their service. At this time all progressive corporations, firms, and manufacturing establishments of the magnitude of our Postal Service has seen the wisdom of retiring their old men, not only because it is an act of justice to those faithful old employees, but it has been proven to be a matter of economy. The old men in the Postal Service deserve this just consideration, and a little research work and comparative data on this subject will prove to the Government that it not altogether is not an act of charity, but a fair and just retirement measure, such as we find in the Lehlbach bill, will prove a profitable investment.

Fumigation.—Sacks, pouches, and other equipment used in conveying the mail is never cleaned from the day it enters the service until it is discarded. The magnitude of the filth gathered by the canvas conveyers as they are dragged over ground, on trains, in post offices, can only be comprehended by the clerk whose duty it is to handle them. This equipment should be fumigated and laundered at certain intervals to prevent them from spreading disease among the clerks and other men whose duty it is to handle them.

Occupational diseases.—The above condition is one of the causes of one of the occupational diseases prevalent among post-office clerks—tuberculosis. This disease is also caused by insanitary floors, cuspidors, and poorly ventilated offices. Almost all clerks are affected with impaired eyesight caused by night work, excessive scheme study, and continual reading in execution of their duties.

Varicose veins.—Varicose veins and fallen arches of the feet are occupational diseases that are the results of long hours of standing before a letter case or paper rack. The use of stools will help to overcome this malady, and if a policy is adopted working nothing but first-class mail after 6 p. m., thereby lessening the night work, it will be beneficial to the men's eyes as a whole, because it is easier to perform the work of a clerk by light of day than by an electric light.

Overtime.—One of the hardest burdens placed on the post-office clerk of late years is overtime. It has at times, because of the inadequate salaries, been a blessing, because of the opportunity to earn extra money to help keep body and soul together. When your honorable body fixes an equitable and livable salary, you should also take steps to limit the excessive overtime now required of the rank and file, and let this work fall to the substitute, who is calling for it, and to whom it justly belongs, but it is being denied him.

Time and one-half for overtime.—When it does become necessary for the regular clerk to put in time in excess of his regular eight-hour tour, he should be paid at the rate of time and one-half for all such overtime.

Double time for Sunday work.—No work should be performed on Sundays and legal holidays except that which is for service absolutely necessary, and the clerk performing such work should be compelled to take time off some day during the following six days for all time under eight hours, and be paid at the double rate of his salary for all time in excess of eight hours.

Women.—Women should be on an equal footing with the men in the service, and under the right of seniority be considered for all promotions, even to that of the highest paid supervisor.

Stenographers.—Stenographers in the post-office service should receive the same rate of pay as clerks. To this end we invite your kind consideration:

Supervisors.....	28
Clerks (regular).....	104
Substitute clerks (civil service).....	26
Temporary substitute clerks.....	18
Resignations since July, 1917, regular clerks.....	25
Resignations since July, 1917, regular sub clerks.....	36
Resignations since July, 1917, temporary sub clerks.....	41

Average time they remain in service, 7 months and 3 days; frequency of examination, about every three months; great many decline position after they have stood the examination. Quality of men taking examinations are not thought to be up to the required standard.

Some facts gathered through the instrument of a questionnaire about employees and conditions in the Nashville, Tenn., post office:

Forty per cent of all hours worked by clerks is after 6 p. m and before 6 a. m; 62 per cent of all clerks' hours is all or partial night hours; 50 per cent of all clerks complain that younger men in the service are holding preferential positions over them; four years is the average served on night work before getting day work; 4½ per cent is the average of men being promoted over men now holding positions not classed as preferential; 75 per cent of the clerks declare they would not stay in the service on night duty for an indefinite period.

Remedies to cut down night work, in opinion of clerks, are offered in the following table:

Fifty per cent believe that only first-class mail should be worked after 6 p. m.; 15 per cent believe that a 15-minute differential in night hours would be effective; 5 per cent believe that time and one-half for night work would be the proper remedy; 8 per cent believe that the public cooperating by early mailing would be a corrective measure; 19 per cent failed to express an opinion; 53 per cent of the clerks state that the overtime is a burden; 20 hours is the average overtime per month in the opinion of the clerks.

The following remedies are offered as corrective measures of the overtime evil:

Ten per cent believe that higher salaries will correct; 25 per cent believe time and one-half for overtime will correct; 43 per cent believe that more regular clerks will correct; 22 per cent failed to express an opinion; 156 hours per year on scheme study was the average time declared devoted to that duty; 50 per cent of the clerks declared their scheme study allotment was more than necessary; 175 hours per year was the average opinion of number of hours that should be granted clerks engaged in scheme study; 55 per cent of all clerks hold outside employment to supplement their insufficient wage, engaging in the following different branches of business: Gardening, farming, dairying, chickens, newspapers, bookkeeping, salesmen, theatrical, real estate, civil engineering, boarding house, law, dentist, physician, preaching, ice, teaching, automobile, motor cycle, stenography.

It is important to bear in mind the fact that post-office clerks can not properly be compared with the ordinary clerk in other business, with few exceptions. To be specific, money order, registry, station and postal savings clerks and distributors, which takes in most of the average post-office clerks, are specialists in their particular line, and this training which they acquire and the constant study of mail schemes and schedules, the knowledge of foreign exchange and the conversion of money and with like financial responsibilities required of them in order to qualify for their respective positions, should be paid for as in other special lines, particularly the skilled trades who are paid by private employers for the training which it is necessary for them to possess in order that they may qualify as members of any particular line of occupation. Unlike men in the skilled trades and professions requiring experience, study, and special training, the postal employees can not use to advantage the experi-

ence and knowledge gained in the Government service. If for any reason he should become separated from that service, we know of no other trade or profession where an employee is required to regularly take periodically mental examinations of subject studies and details in connection with routine work and maintain a grade above an average of 95 per cent in order to secure and guarantee his salary grade position and employment.

Our classification laws passed 13 years ago, when economic and industrial conditions were wholly different from to-day, provide an entirely unscientific and inequitable scheme of compensation.

The post-office clerks of this country have been patient with time that seems to pass so slowly, hoping to arrive at a day when your honorable body will announce its program to Congress, with the faith of little children in your honesty of purpose, your ability to analyze our case, and the statesmanship to apply a fair and equitable remedy for our numerous ills, especially a salary commensurate with the cost of living at the present time, we pass our case to the jury.

STATEMENT OF MR. J. J. WELSH, MEMPHIS, TENN.

Mr. WELSH. Gentlemen of the commission, I first want to say that the investigation and testimony have taken a somewhat different turn from the way I anticipated, and I had some remarks mapped out that now wouldn't fit in, perhaps.

Senator GAY. You may make your statement in your own way, Mr. Welsh.

Mr. WELSH. May I ask Senator Moses, then, if he is convinced that we should have more money? If I mistake not, it was he who suggested to a previous speaker the airing of some of our other needs.

Senator MOSES. I thought my action on the emergency legislation would show my position with reference to postal salaries. [Applause.] Of course, I can take the oath of allegiance again, if you think it is necessary. [Applause.]

Mr. WELSH. I do not, Senator, and I must say that was my blunder, because I should have known our friends better, but I should like to know if you are convinced that the service has deteriorated because of the department's not being able to get good clerks due to the poor salaries. If so convinced, my prepared talk along such lines would be superfluous. Is it the sense of the commission that that is the case?

Mr. STEENERSON. We are not authorized to speak for the commission. You will have to make your speech in your own way without trying to get the commission to commit itself.

Mr. WELSH. I have here a brief on the seniority system, which I can file, if you have any other questions to ask me.

Senator GAY. I would suggest that you file whatever papers you wish to file and just make your statement in your own way, because the time is limited.

Mr. WELSH. Well, my statement would simply be a résumé of the brief.

Senator GAY. Well, then, you might file the brief, because the time is so short that we might bring out some other points from the other witnesses.

Mr. WELSH. Do you wish to ask anything about the efficiency rating system employed in the Memphis office?

Mr. STEENERSON. Yes. Tell us all you know about it.

Mr. WELSH. Well, I would say that in this office the system employed does not meet with the approval of the men.

Mr. STEENERSON. What is the matter with it?

Mr. WELSH. You see we have no uniform departmental rating system and, in the absence of such a rating system, the local superintendents of mails may devise their own, which in their opinions are all right. We clerks in this office feel that the one in force here is not one that is suitable from the standpoint of real justice. Under the Memphis system, absolute justice could not be done a man, no matter how square the supervisors would care to be.

Mr. STEENERSON. You can state the substance of your ideas without reading it.

Mr. WELSH. I should like to get a memorandum that I seem to have mislaid. I did not expect to touch on this needed reform. I had these papers here to show to one of our members who had written me about the Memphis efficiency system, he having meant to take up such matters with you. He is, unfortunately, not here.

Mr. STEENERSON. I think you can make it just as plain by telling it from memory.

Mr. WELSH. I will, while incidentally giving as a typical instance my own particular experience. I kicked, as the term goes, one time to our superintendent for giving me what I deemed to be an insufficient rating average. He then asked me to propose to him a rating system which in my judgment was good and I did so, unprofitably. I can show, too, that there is, due to the general absence of a trial board, no guaranty that a man is going to get a square deal in any irregularity or misdemeanor of which he is suspected or charged with in an office, and that penalization generally is left to the absolute will of some supervisor, who often clothes himself with plenary power.

Senator GAY. You may file your paper, Mr. Welsh.

Mr. WELSH. This is some personal correspondence between the postmaster, the superintendent of mails, and myself, and it is rather unwieldy to be filed as a brief.

Mr. STEENERSON. It had better not be filed, if it is not to the point.

(NOTE.—Copies of the correspondence referred to are on file with the commission.)

Mr. WELSH. Maybe I can give a comprehensive idea from this. This will show how arbitrary a superintendent can be, or the one who has the inflicting of demerits on a "culprit," so-called. I was reported and, of course, such could happen to any man—but I am intimate with my own case, and am only citing it because a specific example is best. I was reported by the superintendent of the De Soto station for talking to a resigned substitute clerk—saying good-bye to me—and these reports are generally couched in such language that we have to be very wary lest we commit ourselves in answering. Here is the report of the superintendent of the De Soto station. It is directed to me. He says:

On this date, at 10.05 a. m., substitute clerk Basham visited you while you were at work preparing slips and the two of you engaged in conversation for quite a long period. In fact, a 30-minute conversation was carried on. The writer personally observed the extent of the conversation and allowed same to continue to ascertain, for my own satisfaction, just how long same would continue. After 30 minutes, as above stated, had been consumed, during which time you continued to fold slips, as well as engage in conversation, I decided it was time to call a halt, and walked over to remind you both that the conversation had been carried on a sufficient length of time. No doubt you can readily see that the method of rating clerks on habits of weight—

I will interrupt myself here to state that I had just had, the day before, a talk with our supervisors on account of what seemed to me to be a poor rating of myself—

and should be duly considered. Therefore, when you submit your plan of rating to Supt. Kline, give this particular feature the necessary thought. In connection with this matter to-day, it is desired that you make such explanation as you may have regarding this, as same can not be passed unnoticed for the reason that the example set other clerks in this office will naturally be followed if we permit conversations to be carried on indiscriminately.

Now, I answered that——

Senator GAY. You have three minutes left.

Mr. WELSH. Well, I couldn't give you an insight into the rating system, as I want to bring it out, in that length of time. I wanted to show the woeful lack of a fair rating system whereby the clerks of the country could get a square deal in rating. Also, why a trial board is needed. With only that purpose in view, I will try to condense such points in some way. Either file these papers with you for your perusal, or I will try to make some sort of a résumé of this occasion of my being reported and how I finally was given 25 demerits, even after proving that I was not culpable in this instance. How I departed from the beaten path and placed all the papers in case in the postmaster's hands. The postmaster revoked the 25 demerits, after his going over the case, but if it had not been for him, I should have had no redress, and if he had cared to be arbitrary, I could not have gotten redress then, and I could go no higher, you see. A clerk, under that system, may be reduced or dismissed for a fictitious low rating. We need a trial board, gentlemen. I don't know what I would suggest, unless it is something like the railroad employees now have in effect, which would suit us very well. You are familiar, of course, with that system, or could easily obtain details concerning it.

We should have a seniority system in effect too, and I will file this seniority brief with you, and I will further place with the commission, if you will permit me the opportunity, something with regard to the rating system, as well as a trial board. In the absence of such protection, service is plainly kept low.

Senator GAY. You can condense that, Mr. Welsh, and file it with the Secretary and it will be printed as part of the hearings here in Memphis.

Mr. WELSH. Yes, sir; thank you, gentlemen.

(Mr. Welsh filed the following brief:)

BRIEF SUBMITTED BY MR. JOHN J. WELSH.

Seniority system of promotion to apply to post office clerks:

1. Promotion shall be on ability, merit and seniority; ability and merit being sufficient, seniority shall govern, except, however, that this provision shall not apply to personal secretaries of postmasters, superintendents, and other officials. It shall not apply to positions superior to that designated as forman except as hereinafter provided.

2. Employees declining promotion shall not lose their seniority.

3. Employees accepting promotion shall have 30 days in which to qualify and, failing, shall be restored to former position without loss of seniority.

4. Each new position or vacancy shall be bulletined and each employee shall be given an opportunity to accept or reject the same. The senior qualified employee shall be assigned thereto, under the provisions of section 3, and with the further understanding that the position in question may be filled, temporarily, for a period of

thirty days, pending the qualification of the senior applicant. Ample opportunity shall be given the senior applicant for practice necessary to such new position.

5. The postmaster shall be the judge of the applicant's fitness, but the right of appeal from such decision is granted under the following provisions:

A. A senior applicant for a new or vacant position who is debarred from such position in the scores of merit and ability shall have the right to appeal from such decision and to a hearing upon his case, and shall be furnished a statement in writing, from the official responsible for such adverse decision, of the reasons for the same.

B. This hearing must occur, except under unusual conditions preventing the same, within seven days of the date of appeal. In case of a postponement the affected employee shall receive a written statement of the cause of such postponement.

C. The employee affected shall have the right to be represented by a committee of employees or by one or more representatives designated by the employee.

D. The right of appeal is granted, through the various grades of officials, to the Postmaster General.

6. Clerks, on entering the service shall be assigned to night duty in the division of mails, to be construed as either the outgoing or city division. The exact tour designated shall be a matter of local agreement.

7. Promotions shall be made from this primary assignment to more desirable tours and duties as vacancies occur or as new positions are created, the senior qualified employee who desires such change to be designated. This shall apply to all grades to and including that of foreman except that assistant foreman and foreman shall not be chosen except from the ranks of men with at least three years' experience in the line of work they will be called upon to supervise.

8. Promotions to positions of superior class to that of foreman shall be made from the ranks of the foreman, the principle of seniority being waived except as to the above qualification. The fitness of foreman to further promotion shall be determined by the result of an examination suited to the restitution in question. This shall be uniform for all applicants and duplicate papers shall be furnished all applicants.

9. In changing from one division to another the employee so changing shall retain seniority from date of appointment as a regular clerk.

10. For the purpose of administering this system, the postmaster of each office shall prepare and post a seniority roster of all clerks in the office. After the correctness of this roster has been established it shall be periodically corrected so as to be a current statement of the force.

11. This shall not apply to change existing schedules, whether permanent or rotating, unless at the desire of the clerks and by agreement with the postmaster.

STATEMENT OF MR. W. C. McDANIEL, LITTLE ROCK, ARK.

Mr. McDANIEL. Gentlemen, it is a privilege to be permitted to come before this commission. I represent 48 hard, faithful workers in the Little Rock, Ark., office, all receiving \$1,650 or less, every one of whom, had the conditions been such to permit, would have been pleased to be here to represent themselves, but due to the limited compensation received for their services and the high cost of living, that was impossible. They have remained at their places of duty in order to provide for themselves.

It is my purpose merely to remind you of the conditions existing to-day and to offer a few suggestions, suggestions that I believe, if carried out, would be for the betterment of the service, as well as of ourselves.

Briefly we wish to call attention to the conditions which prevail. It is the desire of the clerks in this office to petition the commission to recommend legislation that will bring about just and fair classification and a real basis for salaries that would be in harmony and keeping with the present cost of living.

Permit me to call your attention to the fact that there are a number of clerks in our office that have been in the service from 10 to 25 years who receive \$1,400 and less, plus the temporary bonus.

I would like to picture to you the life of a clerk in that office who has been 18 years in the service. He entered the service at \$500 a

year and received annual promotions of a hundred dollars until he reached the maximum salary of \$1,200. To-day he has served the public faithfully 18 years, 3 years by working an all-night schedule, and he receives only \$1,400 with the \$250 temporary bonus. On the other hand, a man who entered the post-office service about the same time having worked three years in the service, resigned to accept a position with a wholesale grocery company and to-day he receives \$225 a month with \$300 Christmas bonus, and we say that the vast difference received by the post-office clerks as compared to those on the outside is causing the service to suffer, and it causes the loss of many valuable men. With such a picture before you, can you expect any conscientious man to enter the service? Eighteen years of service, resulting in a maximum of \$1,400. Can you expect men to enter the service with the intention of remaining a lifetime? I should say not.

During the past 12 months in the Little Rock post office 35½ per cent of the clerks have resigned, handed in their resignations and gone out into other lines. Some have become farmers, painters, builders—a number have taken up farming because they can get greater compensation.

In regard to the high cost of living, I will touch but lightly upon that, because you know all about it. The post-office clerks in Little Rock have felt most keenly this high cost of living. Perhaps more so than in most sections of the country. Every article in the family budget is perhaps above that in the average city, due to the fact that we have to import everything we use. We have no manufacturing in Little Rock. Everything in the way of clothing, etc., is shipped in to us, and we feel perfectly safe in saying that the cost of living in Little Rock since July, 1914, has increased practically 100 per cent.

We wish to make mention, too, at this time, of the basic method of pay for overtime. When a man works an hour in excess of his eight hours, he is paid one-eighth of his day's pay extra. A number of our clerks are frequently called upon to work overtime and receive for that a compensation of 55 cents, or less, according to their rating, whereas the department will go out on the street and bring in a man with absolutely no experience and pay him 60 cents an hour. While a man who has been in the service a number of years and had the experience and made the necessary preparations is worth twice as much as a man you bring in off the streets, nevertheless he receives only 55 cents an hour while the other man receives 60. Now I claim that the man you bring in off the street is worth 60 cents an hour, but that the man who has had the experience is worth more. The Government evidently realized the fact that it was necessary to pay these men 60 cents in order to secure their service.

I told you that 35½ per cent of our clerks quit last year. That means that we have a continual stream of new, inexperienced men coming into our service, which is causing the department, and our local office, to be criticized severely because they are not capable. They are criticizing both the department and the local office.

MR. STEENERSON. Is this overtime voluntary on the part of the clerks and carriers?

MR. McDANIEL. In most cases it is.

MR. STEENERSON. Not in all cases?

Mr. McDANIEL. Not in all cases. That is, in many cases our clerks are willing to work overtime, but if they were not willing, in many cases, it would be necessary to make it compulsory.

Mr. STEENERSON. The work has to be done?

Mr. McDANIEL. The work has to be done, and it has to be done at a certain time.

Mr. STEENERSON. And under those circumstances there is a certain amount of pressure brought to bear on them to make them work overtime, whether they really desire to work or not?

Mr. McDANIEL. Yes, sir.

Mr. STEENERSON. And they are paid less than the new men?

Mr. McDANIEL. Yes, sir. Now, in cases where the old men of experience can be brought in and worked on that overtime, it is far better for the service than to have it worked by the men brought in off the streets.

Again let me emphasize the need of a just classification, calling attention to the fact that it should make no difference what a man's assignment is, if he is efficient and performs his duties satisfactorily to the public, he should share and share alike with those who have some other assignment. All clerks are servants of the same public; they are working for the same purpose and they are paid from the same funds and should receive the maximum salary.

Frankly, I might state to you that in this section of the country the post-office clerks represent the Post Office Department, the greatest department of the country. We feel that the department should furnish us an adequate compensation to enable us to properly support ourselves and those dependent upon us for support, so that we may have the necessities of living and may be able to meet every legitimate obligation; that we may meet with the public and mingle with it, and that we may feel that we are really true American citizens.

In conclusion, I want to say that I agree with the men who have just preceded me that so far as the present merit system is concerned, there is nothing to it.

STATEMENT OF MR. F. M. ROBERTSON, SHEFFIELD, ALA.

Mr. ROBERTSON. I think the field has been pretty completely covered, but there is one thing about which I wish to speak and upon which I will file a brief, and that is the efficiency record. I do not know whether you have ever looked at one of these blanks or not, but it provides that you take the best clerk in the post office and give him 100 per cent—that is, at the end of the year when you come to make up the recommendations for increases in salary—give the best clerk a hundred and rate the others accordingly. The clerks and carriers who set the standard for the office with respect to quantity of work should be rated 100 per cent; that is, at the end of the year. That is the way it is done usually in the small, second-class offices. I know of instances where a supervisory official has used this system to try to compel some of the clerks to like him, personally. In other words, instead of appealing to a man's sense of justice to compel him to work and do right, he would say; "If you don't do it, I will give you so many demerits." We are all Americans and are not going to submit to things like that. The

system is not fair. It can be abused. You can not drive a man to do things. You must appeal to his sense of fairness. I have known supervisory officials who did not know how to boss, as the saying goes, who did not have the sense to approach a man in the right way to get the work out of him, and he used this demerit system instead to try to force the men to do things as he wanted them done.

My understanding of the demerit system is that it is to be used to make men do better work and not to be held over them as a whip to make them obey the whims of some little two-by-four official. Under that efficiency rating record I have had mistreatment. I have been assistant postmaster and I know what it means. One can not use it as it is and be fair. I did just as little of it as we could get by with. We have been checked by the Post Office Department for not using this system. We do not use it much because we did not think it was the right thing to do.

Now, gentlemen, if you are going to have a rating system, have the right kind. I have not studied this question as to what we should have, but some of these men who have studied it can provide a better system than we have.

In my brief I have touched on the subject of old-age pensions, and that subject has been discussed pro and con here, and so have nearly all the other subjects, and I do not want to take up your valuable time with the high cost of living and all those things pertaining thereto. I have that in my brief.

I just want to say a little bit along sentimental lines. I have been in the service 18 years and have tried to get out after I had served four years. I have resigned and come back; I have resigned and gone into different business and tried to stay out. Right now I have an offer of nearly twice my salary, and I just loathe to leave, because I think we are going to get something better. You know an old post-office clerk or carrier, after he has been there three, four, or five years, has a peculiar love for the service—he is attracted to the service; he is unduly held in some way—I don't know how it is. Railroad men are the same way. I have gone out and been out of the service two years, and yet I came back. I don't know why. I just love it. I reckon. It is just like Mr. Kline says. He has been in the service, and he could command a salary of \$5,000 easily elsewhere—I have known him 15 years—and yet he stays here at a salary of \$2,600 a year. Why? I don't know. He is held there by the attractiveness of the service, I suppose. Now, we fellows who have stayed in the service so long can't do anything else. We go into other channels and are failures.

Why? Because we have learned the post-office business—and it is a business. It takes every bit a man has in his whole being to be a good, efficient post-office clerk or carrier. It has been brought out here this morning that a postal clerk has to be a good lawyer, a good judge of human nature—oh, I don't know the attainments—there are so many qualifications that a post-office clerk has to have. He has to meet all kinds and classes of people. And sometimes your very soul is tried; meet everybody with a smile, and hold up his standard of efficiency. It takes a real man to stay in the service as long as they do, and it is just that fascination of the service that holds them. We have men who have been offered \$7.50 and \$8 a day who stay in the post office at \$4 a day. We have a man who is worth thirty-five

or forty thousand dollars through some real estate deals he has happened to make. He has been offered a pretty good job on the outside, yet he stays in the post office and writes money orders at \$1,650 a year. Fascination of the service holds him.

I say, gentlemen, if you will give us an adequate compensation we will continue to stay and get along happily and you will retain those efficient men who have been in the service for years and years, and it will be a stimulus to the whole business everywhere, because we do touch every business. The post office establishment is peculiar. It goes into every line of business there is.

No governmental establishment is closer to the public than the post office establishment.

I believe better compensation will result in more efficiency among the post-office employees and the public will be benefited as well.

Mr. Robertson filed the following brief:

BRIEF FILED BY MR. F. M. ROBERTSON.

Efficiency is one of the greatest things to be found in any endeavor and it is needed at no other place more than in the post-office work. For one to be at his best, to be the most efficient, he should be happy and contented. He should not have family worries and financial worries.

To be content and happy, and therefore efficient, one must necessarily feel and know that his family is well provided for and that his children have a chance to obtain an education. He should feel that he is saving up for a rainy day and for a home. Most of all he should feel that he is justly compensated commensurate with the service he renders.

No one can be efficient to his highest degree while his mind is harassed with the knowledge that he is getting deeper in debt with no prospect of a chance of paying out. This tends to make the best of us grow careless, grouchy, indifferent, and sometimes insolent. These are the things which make men go on strikes and forget themselves. These are the things which make men inefficient.

The present rate of pay of post-office employees goes a long way in making them inefficient.

The patrons of post offices desire efficient service from the employees and they are entitled to the best service the Post Office Department can give them, hence to give the employees an increase in salary will count for better service to the patrons and will tend to make the lives of the employees sweeter and happier.

This line of talk may seem sentimental, but I wish to call attention to the fact that no national establishment is so closely related to the people sentimentally or otherwise as the Post Office Establishment. When you lose a man's mail and he finds it out, he becomes a very demon, as it were; he becomes unreasonable and not a great business man as he should be. He is very sentimental.

One can not measure the happiness among the post-office employees, although it was noticeable when they received the last bonus of \$150 to \$200 per year. I tell you it was a great stimulus and was felt throughout the whole establishment. We thank you.

Employees of the Post Office Department are wholly dependent upon congressional enactment for relief. They can not, nor do they wish to strike. They are too loyal. They know there is too much at stake, as the mails must move.

After a clerk has served several months in a post office, there seems to be born within the clerk a sense of duty and devotion to the service that is peculiar and interesting.

Post-office work has such a fascination that it holds one to the service, and where one does break loose and get out of the service for a while he soon yearns to return and does if a good opportunity presents itself. This is one reason why so many post-office employees stay with the service until they can not do anything else in life. They are failures anywhere else.

I have several instances where employees have made some money with investments, more than they can use during their lives, but they never leave the service, because they seem lost if not at their old places of service.

I am trying to show you that the post-office employees as a class are a steadier and more dependable class of employees than can be found in most any other endeavor,

and were it not for the devotion to duty there would be continual resignings and replacements that are so costly to any business and would work havoc with the postal business.

I make this as one strong point why we should have better salaries. I think one should be shown an appreciation of his loyalty to duty and patient service.

From a study of the following you will note that all of the nine employees of the Sheffield (Ala.) post office had a deficit except one and she is a girl living with her father. All of them worked outside jobs to help boost their salaries except this one.

The worst part of it is that most of them are in debt because the salary and their outside income was not enough to meet the merest family expenses.

I believe it is estimated that the dollar is worth about 65 cents as compared with its purchasing power before the war and if this is true a comparative statement of the real value of salaries now paid the postal employees is in order and I herewith hand you this comparison: Present entrance salary of \$1,000 is equal to \$650; \$1,100 is equal to \$715; \$1,200 is equal to \$780; \$1,300 is equal to \$845; \$1,400 is equal to \$910; \$1,500 is equal to \$975; \$1,600 is equal to \$1,040; \$1,700 is equal to \$1,105; \$1,800 is equal to \$1,170; \$1,900 is equal to \$1,235; \$2,000 is equal to \$1,300.

Highest grade for clerks and carriers, \$1,500, which will buy \$975 worth of living; hence it would take a salary of \$1,700 to equal the highest salary of clerks and carriers before the war, which was \$1,100 in second-class post offices. I think we should have as entrance salary \$1,400 with a \$200 raise each year until a salary of \$2,000 per year is reached. Then I think we should have special clerks at \$2,200, \$2,400, and, \$2,600. and these places acquired by examination. I think all examinations, annually or otherwise, should be along the line of work in which the clerk or carrier is employed. I can see nothing gained by a clerk taking a State examination when he does distributing for city routes or does registry work.

Conditions existing at the Sheffield Ala., post office during the year 1918.

Salary.	Total income.	Total expense.	Deficit under salary.	Deficit under income.	Surplus over salary.
\$1,300	\$1,500	\$2,000	\$700	\$500	.....
1,000	1,500	1,800	800	500	.....
1,000	1,300	1,140	140	.....	\$140
1,000	1,200	1,500	500	300	.....
1,200	1,500	1,600	400	100	.....
1,100	1,100	1,300	200	200	.....
1,400	3,200	2,000	600	.....	.....
1,000	1,000	1,000	.....	.....	.....
1,100	1,100	1,500	400	400	.....
10,100	13,400	13,840	3,740	2,000	140

Less night work.—We believe that so much night work is unnecessary and could be avoided were the schedules rearranged. Night work takes an awful toll of eyesight and often causes permanent disability. Tours of duty at night should be alternated with those of day tours so that no employee will work more than one month at night before he alternates for a day tour. All night work should be paid at a rate 50 per cent higher than day work.

Old-age pensions.—It is time that legislation should be enacted to care for aged and indigent employees. It is believed that a fair outline is given here: An employee who has a service record of 40 years, retired at full rate of pay for life; an employee with a service record of 35 years, optional retirement of three-fourths pay; an employee with a service record of 30 years, optional retirement of one-half pay; an employee with a service record of 25 years, optional retirement of one-fourth pay.

It is sad to see an old gray-haired man tottering down the street to work, and it is heart-rending to know that he has given the best years of his life to the service at a small salary; that he has been faithful, loyal, and true and at last he finds himself facing poverty, illness, and old age at a time when he should be free from cares and happy. "A nation that cares for its aged citizens shall not perish from the earth." By all means, gentlemen, give the old fellows happiness in their declining years.

We believe postal employees should be granted leave of absence with pay while actually sick not exceeding 30 days each year.

STATEMENT OF MR. LOGAN MITCHELL, FLORENCE, ALA.

Mr. MITCHELL. I have prepared a lengthy set of statements, but am not going to take the time of this commission to read more than a couple of them. Last year there were 15 changes in the city delivery service at our office. We have six carriers. You can figure how often they changed.

Mr. Mitchell's brief follows:

BRIEF SUBMITTED BY MR. LOGAN MITCHELL.

The postal employees at Florence, Ala., wish to present the following at this hearing of your commission:

By way of introduction will say that Florence, Ala., is located in the Tennessee Valley in the extreme northwestern part of the State. It is a city of about 15,000 people and is the site of the well-known Wilson Dam that is now under construction. The great nitrate plant erected by the Government at Muscle Shoals is at our door, just across the river from Florence.

During the fiscal year ended June 30, 1919, the post office at Florence, Ala., did postal business sufficient to produce about \$42,000 in gross postal receipts. About 50,000 domestic money orders were issued that amounted to almost \$500,000. More than 12,000 letters and parcels were registered and more than 10,000 parcels were insured. Florence is the central accounting office for Lauderdale County, having eight fourth-class offices and one third-class office. This office also distributes general supplies of books, blanks, etc., to 27 offices in this and adjoining counties.

Our office has an assistant postmaster, 10 regular clerks, 6 regular city letter carriers, 6 rural carriers, 3 auxiliary clerks, and 2 auxiliary carriers. In all there are 27 of us, besides the postmaster, who are trying to earn a living in the postal service at this office.

During the fiscal year ended June 30, 1919, and continuing up to the present date the conditions at this office have been peculiar, owing to the construction of the nitrate plant across the river from us and the beginning of the construction of the Wilson Dam at this place. In spite of increased forces that the Post Office Department has allowed this office almost all employees have been compelled to work an unusual amount of overtime. One clerk did 770 hours of overtime during the year ended June 30, 1919, for which he was paid \$332.19; another 532 hours, for which he received \$239.26; another 698 hours, and was paid \$316.61 for it. All others made similar overtime. The city carriers were so heavily loaded that they frequently could make only one round trip per day instead of the two they were scheduled to make.

During the year there were 15 changes in the city delivery force, the pay of postal employees being so much less than that of other work in and around the city. None of the clerical force resigned, as they were very loyal to the service and met the hardships with the hope that they would be properly repaid in the future by increased compensation. One clerk remained in the service who was offered \$7.50 per day, solid time, if he would leave and accept other work. His pay as clerk was only \$1,000 per year at that time. Another who was receiving \$1,300 per year refused an offer of \$150 per month for similar work.

This office has one city carrier, one rural carrier, and three clerks who have been in the Postal Service for more than 14 years. These years have given them efficiency that makes them valuable post-office employees. They have given the best years of their lives to the service and some of them feel that they are past the age when it would be possible for them to leave the postal service and begin anew in the business world. Therefore we all urge that your commission consider the proposition of service pensions for those who have grown old in the service. If pensions can not be considered now it is respectfully recommended that some plan of retirement be taken up. None of us want to be retired on part pay until we get too old to properly perform a day's work, but we would like to be assured of a comfortable old age where we would not be dependent upon our children or charity.

Due to the high cost of maintaining proper vehicles and motive power it is very difficult to keep good men for rural carriers. During the past year a large number of changes were made in the rural delivery force at this office. We urge that your commission consider a salary of \$1,500 per year for rural carriers on standard routes with \$36 per mile per year for each mile or fraction thereof. Also an allowance of not less than \$500 per year for maintenance of vehicle and equipment.

At a recent meeting of the postal employees of this office it developed that all of them had been compelled to borrow money from friends or banks during the past year to meet the necessary living expenses. It further developed that most of them had been compelled to dispose of their Liberty bonds for the same reason. By the most careful handling of our salaries we find it almost impossible to meet the necessary expenses of supporting our families.

We have been compelled to neglect the proper education of our children to some extent, and most of us have been forced to neglect the proper support of our churches. We have all been unable to do our part in supporting civic and patriotic movements.

We urge that your commission recommend to Congress a reclassification of salaries of all post-office employees. We respectfully suggest that the grades of clerk and city letter carrier begin with \$1,400 and that said employees be promoted at the end of each six months of satisfactory service to the next higher grade until the \$2,000 grade is reached. We urge that in the event such a law is enacted that provision will be made to give clerks and carriers now in the various grades increases of \$300 to \$500 at once. That is, a clerk now in the \$1,400, which is next to the highest, be promoted to \$1,800 at the beginning of the next fiscal year. Other grades to be given similar promotions. This is to help the present employees offset the "lean months" that they have been passing through for the past year or two.

For your information will give a few instances where other employees in this city are much better paid than postal employees are. The pay of a house painter equals \$1,872 per year, that of a carpenter \$1,910 per year, and a bricklayer gets pay at the rate of \$2,180. Bank clerks who have been in the service as long as the \$1,300 and \$1,400 clerks in this office get \$140 to \$175 per month.

We recommend that the grade of "special clerk" be retained and that clerks in such grades be given suitable increases. But in no case should their salaries be in excess of that of the assistant postmaster.

We recommend that the salaries of assistant postmaster be fixed at three-fourths of that of the postmaster but in no case to less than \$100 per year more than the highest paid clerk or city letter carrier.

We recommend that all overtime be paid for at the rate of time and one-half. That the work on Sundays and holidays be reduced to the very lowest minimum. That night work be reduced where it is possible and that the older employees be relieved from night duty when possible.

In view of the facts that substitutes are called upon to work at various times and in various places, we recommend that they be paid not less than 50 cents per hour. We further recommend that all substitutes who are on the roll and report every day be paid not less than \$25 per month whether they work any or not. That is unless they are given at least 50 hours duty at 50 cents per hour during the month they are to receive \$25 for the month if they have reported for duty each day.

We also urge that the services of substitutes be discontinued where they are putting in seven or eight hours per day and regular employees be assigned to the work. By making these places regular the employee who fills them will get benefit of vacations with pay, etc.

We recommend that 10 cents be paid for the delivery or attempted delivery of each special-delivery piece.

We are very grateful for the laws that Congress has passed in the years gone by that have given us better pay and improved our conditions. We thank you for giving us this chance to present our case and assure you that the postal employees have been and are yet to classed among the most loyal and whole-hearted supporters of the Government.

Briefs were submitted by George Forbes et al, Chattanooga, Tenn.; Joseph Durham, Fort Smith, Ark.; M. Louise Guidice, Natchez, Miss.; John T. Cupit, Jackson, Miss.; and W. Y. Bennett, Cookeville, Tenn., as follows:)

BRIEF SUBMITTED BY GEORGE FORBES, ET AL CHATTANOOGA, TENN.

We realize that in presenting this statement of conditions in the Postal Service to your honorable body we must be brief and point out to you facts that will appeal to you from your point of view. We also realize that your chief object is to improve the Postal Service, while at the same time doing justice to the employees.

With this object in view, we wish to call your attention to the fact that some of the most efficient clerks have left the service in the last two or three years; also to show you why it is impossible to replace them with clerks just as good under present con-

ditions. And to prove this we have written to several of them and asked for a statement giving their reasons for leaving the service, so we would be able to show you by their own statements what remedy will be necessary to prevent the service from being depleted of its best men.

The original letters from several ex-post office clerks, all of whom have left the service in the last two years, are on file with the commission.

The reasons given by all of them are practically no opportunity for advancement, as the position of supervisor under the present conditions is far from desirable. We have seen supervisory jobs go begging in this office for six months and then a competent man would have to be practically conscripted for same.

Night work: Clerks are usually required to work night work about five years, and possibly longer, as few shifts are created on the daywork and they must depend upon vacancies to be incurred in the various ways. It also constitutes about two-thirds of all work done at a post office, and is the cause of death to a large number of clerks who die in the service. We have had several examples very recently in this office of such cases.

We believe six hours' night work should be equivalent to eight hours' day work, and that an absolutely iron-clad seniority system whereby a clerk would not have to serve on night work after his turn for day work (which is one of the happiest days in the life of a post office clerk) had arrived. Nothing is more discouraging to a night clerk, who has served faithfully and well for several years, put up good case examinations, lost sleep and health on night work, than to see his much coveted day turn go to some clerk, who has done practically no night duty, for this or that reason.

Scheme study: We are examined on about 2,200 cards annually from scheme study. The average amount of time spent in preparing these examinations is about one hundred hours. No compensation for such study has a natural tendency to drive the most efficient clerks from distributing departments, and the new clerks coming into the service naturally seek departments where no scheme study is required.

As the distributing departments are so important to the efficiency of the service, we think a fair recompense for scheme study would be a great uplift to the service. As one ex-clerk said in his letter, he realized that if he could put up a civil-service examination and would devote as much time to study of some other line of endeavor as he was required to do off duty on scheme examinations, he could qualify for something better, and he did, as his record shows that he made more the first year away from the post office than the salary of the assistant postmaster of this office.

Inadequate pay: This of course was the prime motive of almost all the resignations. We herewith submit a list of comparative wages paid in this section with increase since 1913:

	1913	1919	Increase.
			<i>Per cent.</i>
Sheet metal workers.....per hour..	\$0.32½	\$0.70	116
Machinist.....do....	.32½	.70	116
Carpenters.....do....	.40	.75	87.5
Railway clerks.....per month..	73.00	140.00	91.9
Bricklayers.....per hour..	.50	1.00	100
Electric workers.....do....	.40	.75	87.5
First grade post office employee.....per month..	100.00	116.66	16.66
Second grade post office employee.....do....	66.66	83.33	25

We will submit a statement showing in our humble opinion what we think would be a just wage for post-office clerks, and one that we believe would secure good clerks and keep them in the service: Class A, \$2,400; class A special clerk, \$2,600; class B, \$2,100; class B special clerk, \$2,500; class C, \$1,800.

In support of our contention that the service does not attract such high-class men now as it did several years ago, we would like to quote some civil-service examination records: December, 1913, examined, 110; passed, 72.

All appointments made from this list of eligibles made 85 per cent or over on examinations with plenty of good material to spare: December, 1915, examined, 92; passed, 45. June, 1916, examined, 60; passed, 32. December, 1917, examined, 51; passed, 27. Two examinations, 1918, examined, 43; passed, 20—male, 10; female, 10.

Nine names, almost all of which were at the top of the list, were indorsed "Eligibility expired," which means that the appointment was refused by the applicant after he or she had taken the examination.

Spring examination, 1919, examined, 23; passed, 11—male, 6; female, 5.

Considering the fact that the "labor turnover" in this office, which has suffered less than most offices of this size, was 41 per cent last year, and only 11 eligibles,

some of whom would not accept appointment to fill vacancies, it is patent that a great deal of the work has to be done by temporary substitutes who have never stood the civil service examination, and some of them unable to pass a second grade examination that has been modified in the last three or four years in order to obtain eligible clerks and carriers.

We also further recommend that all postmasters must use the same system in figuring efficiency ratings, and that a court of appeals should be established.

As no doubt you have been burdened with data on the high cost of living, we will not take up your limited time with a statement on same, for you are no doubt better posted on that matter than we are.

Gentlemen of the commission, we hope these facts, which can be substantiated by reference to the original letters attached and the records of the civil-service examiner at this office, will prove to you that the service is rapidly declining in spite of the untiring efforts of postmasters, supervisors, clerks, and carriers, and that you will find it advisable to better the working conditions, raise the salaries, and at the same time recommend an adequate retirement law for incapacitated postal workers, so that the service will improve and be all that the public demands and what we have strived so hard in our hampered condition to make it.

Respectfully submitted.

GEO. FORBES,
A. E. BLACKER,
BRUCE BLAIR,
Committee.

BRIEF SUBMITTED BY MR. JOSEPH DURHAM, FORT SMITH, ARK.

In view of the fact that your commission sits in Memphis, Tenn., for the purpose of granting a hearing of postal employees from the State of Arkansas, as well as three other States adjoining, we, the post office clerks of Fort Smith, Ark., do hereby respectfully ask to submit for your consideration the following briefs and data attached:

In the year of 1907, by act of Congress, there was a law enacted known as the classification law, granting to post-office clerks in first-class offices a maximum salary of \$1,200 per annum. At that time the post-office service held out an attractive inducement to prospective employees, thereby calling into that field a class of persons who were educated and intelligent. They were chosen by competitive examination, were chosen where others were eliminated, thus building up a postal service upon an efficiency system.

No one had at this time the remotest idea that in just seven years the countries of Europe would be thrown into a war that would eventually reach to the shores of the peace-loving United States, but such was the case. At the very start of this war (1914) there was an impetus to business throughout our country that had no precedent. The countries of Europe involved in the war began to draw on our resources, creating a demand for our products that stimulated every manufacturer to run his plant to full capacity. The demand for workers became so great and the wages paid for help became so attractive that people flocked to these great centers by thousands, leaving unheeded the vocations they formerly followed, causing our peace-time products to fall far below normal. As a consequence, prices for the necessities of life began soaring. Those who had formerly been engaged in a peace-time occupation declined to return to it because their work was in demand and the wages they were receiving were far in excess of what they formerly were. New factories were builded, old ones increased, until this land of ours was a beehive of commercial life. There were those in the Postal Service who, finding the salaries so far exceeded these they received, resigned their positions and accepted another in the war-time pursuits, leaving the Postal Service, in a great part, to inexperienced and unskilled persons, causing the work, already large and growing larger, to fall on those who remained at their posts. These servants of the people stayed by their work, and during this time the prices of the cost of living kept going up, keeping pace with the good wages paid to the factory worker, but not once was the salary of the post-office clerk raised. His home was denied the necessities of life, his groceries were costing more each month, his house rent was being raised, his children's clothes were becoming worn, the price of fuel was increasing, he could not replace his furniture as it became useless, yet he stood stoically by his duty and faced the uncertain future without a cry.

The entrance salary in post-office work was such that it was no inducement to any except those who did not want to secure work in some war-working industry, causing the work to fall heavy upon those who were veterans in the service and who knew no

other way to do their duty in those trying months. Examination after examination was held to get a necessary number of employees to carry on this work, but the effort was fruitless, to a great extent, as one person after another declined appointment; there were too many positions open with more pay for them to enter the Postal Service.

The question may arise here, If there were so many opportunities to make better salaries, why was it that we had any Postal Service at all? Why did they not all quit and accept some other place paying more? The answer to this is "loyalty." When this grand old Republic of ours declared war, somebody had to go. When there is a business on which the Nation depends, like the Postal Service, some one must carry on that business, and in the Postal Service the greater the skill, the more trained the hands and the mind, the greater is the efficiency, and in the trials just passed efficiency counted. Second, the post-office clerk is educated and intelligent, the work is interesting, it calls for the best knowledge he possesses, and when he has spent the major portion of his life in a chosen work it is hard to break away from it and undertake to cope with those in commercial life. It is like beginning life anew at a new vocation. He has become devoted to his work and his Government. Third, when a man devotes from 10 to 30 years of his life in the prime of his manhood to the Postal Service, he is unfitted for anything else. He is an expert in his line; he knows the custom and the law, but the Government will not permit competition to the Postal Service, consequently no other bid for the expert worker. Gentlemen, must the post-office clerk by being denied a just and equitable salary be penalized for being an expert in his line? Is it not just that the Government should pay its employees an amount equal to that paid by private industries to its employees equally skilled?

By act of Congress approved July 2, 1918, post-office clerks were granted an increase of \$200 per annum, which was equal to 16½ per cent of the maximum salary; those in the lower grades proportionately higher. This low increase was a welcomed piece of legislation to the post-office clerk, and we did our best, in vain, to make it balance with an increase in cost of living from 80 to 125 per cent (and in many cases higher). We sincerely trust that those who represent us will tell your commission what a battle it is to try to live on a 16½ per cent increase in salary against an increase in cost of living seven times as great. Men, we have made a great stand, but now we are forced back.

It is not the wish of the American people that their employees should be underpaid, but to the contrary. They want to see "reliability" featured on the faces of those who toil for them, and to place that brand there the employee's mind must be free from worry or apprehension. When work must be done and done in an efficient manner, there is no better way than to have a mind free from constant thought of what the future might bring forth. To-day the post office clerk has confronting him this very thought.

During the World War when our Government was calling on its people to help finance it that it might force the war to a successful conclusion, the postal employee came forward most patriotically in subscribing to the Liberty loans and to the purchasing of thrift and war savings stamps, many of us buying more than we could afford, but feeling it our duty to set an example, yet it is a conceded fact that ours was a sacrifice. We can truthfully say that we are proud to have done our duty, and should it be necessary to repeat, we would stand by the flag and sacrifice to duty.

Post-office clerks are the silent machinery of the Government. As each important wheel in machinery performs its task unheard, so does each post-office clerk go about his duty unheard. The business man of the world, large or small, will find his letters on his desk when he arrives at his office in the mornings, and he knows not how they came, neither does he care. He has heard that over yonder in the post office there is a force of men working while he was getting his rest, and they were receiving, assorting, and preparing his mail for the day's work, but he does not stop to ask how these men are paid or what their duties are. If he did, we feel that we would be getting a better salary to-day. It would be his wish that those human beings who do their work so silently night or day should receive a compensation worthy of their work.

It is unnecessary that we should go into lengthy detail to show why the postal clerk is underpaid. It is a familiar fact, known to all, that the purchasing power of a dollar has fallen on an average to 50 cents, and on many commodities far below that.

In conclusion we desire to state that we are asking not for a salary that will enable us to live in splendor, but for a just salary scale in keeping with the skill required to perform this work. It is earnestly hoped, for the good of the service, that the commission and Congress will see the justice of our plea, and quickly grant the increased compensation so urgently needed.

BRIEF FILED BY M. LOUISE GUIDICE OF NATCHEZ, MISS.

On account of the increased cost of living expenses, we, the post office clerks of this office, feel that we are justified in making this request, that postal employees' salaries be increased at least in proportion. Most of these employees have suffered extreme financial reverses during these years because of the fact their salaries have increased only 16 per cent since 1913 when everything else, as the Table of Statistics submitted herewith will show, has increased 100 per cent and more.

If in 1913 \$1,200 was considered a just and comfortable living wage, it is only plausible that salaries of clerks should be doubled, when all living necessities have increased that much. This increase would mean much for the service, inasmuch as clerks remain only a short while, realizing that they can secure better salaries elsewhere, thus leaving only a few efficient clerks who can not do justice to their work with insufficient help. As a rule clerks are conscientious about their work, and always aim to give the best service possible, but this is impossible with an ever new force. To make an efficient clerk it requires several years of hard study and work and cost the Government a good bit of money and then to have a clerk stop in order to better his salary, it not only causes unrest among the old employees but is money wasted.

In making this plea we are only asking for a comfortable living wage, one that will enable us to live in keeping with our position as postal employees.

It is our hope and trust that the commission and Congress will see the justice of our plea and will grant the relief and adjustment in salaries so urgently needed to maintain efficiency in the Postal Service.

BRIEF SUBMITTED BY MR. JOHN T. CUPIT OF JACKSON, MISS.

In presenting the claims of the post-office clerks of Jackson, Miss., for a better wage and new classification, I would take first the substitute clerk. Before a man can be sure of a position as clerk he must spend from one to three years as a substitute clerk, much of this time without anything to do. This makes it necessary for him to have some other means of livelihood or go into debt to hold his place on the list.

After his regular appointment he starts at a rate of pay that won't afford a sufficient means of support if he has a family and he still has to look elsewhere for help until he reaches the maximum.

A very essential thing is night work. Many of the clerks must spend years working at night, being denied the companionship of their family almost entirely. Much of the time not even seeing some of them for days at a time.

This fact is due to his having to work when other members of the family are at home in afternoons and must sleep in mornings. And when he arises the others are in school or at work as the case may be. And so he is deprived of the pleasures of real home associations.

Working at night and sleeping in day time is very detrimental to the nervous and physical being of the worker and we think that something should be done to give us some relief along this line. Something in the way of shorter hours or remedial legislation that will conserve the best in the employee.

Another thing is the inability of the department to keep men. It takes about three years for a man to reach his best in efficiency, and it has been the experience of this office that many of the appointees work a short while and resign because they can secure better pay from some private corporation. This makes it very hard to keep efficient men on the job. And it also makes it very hard on the old men who have sacrificed and stayed with the service.

The classification we are now working under is only temporary. The permanent classification under which we are working was passed in 1907 when the cost of living was about 40 per cent of the present cost.

It is an impossibility for a man with a family to live on the present pay. He must sacrifice in food, clothing, recreation, religious and civic duties, and the education of his children, all of which is not only injurious to the individual but also to the essentials of good citizenship for which we should all strive.

We are only asking for our rights as we see them.

Second, compare the raise in our salaries, 16 per cent, since July 1, 1918, to the raise in the cost of living in the same period. Statistics show that from February, 1913, to February, 1919, the increase in the retail price of all articles of food combined was 79 per cent.

Since 1913 articles show an increase of 100 per cent or over: Bacon, 117 per cent; lard, 108 per cent; ham, 105 per cent; flour, 103 per cent; pork chops, 102 per cent; corn meal, 101 per cent; 13 other articles ranging from 38 per cent for butter to 97 per cent for plate beef and lamb.

This in a short and condensed form is our plea in the case for better conditions and a new classification of wages that will keep the frown of sorrow and disappointment from our faces and give our loved ones a little of the happiness due to be in every life.

We place our case in the hands of the Congress of the United States believing they will do the just thing toward us.

BRIEF FILED BY MR. W. Y. BENNETT, OF COOKEVILLE, TENN., FOR CLERKS, CITY CARRIERS, AND VILLAGE CARRIERS.

If there is one class of employees in the whole Postal Service who deserve especial commendation for their "stick-to-it-and-say-nothing" qualities, that class is the clerks and city carriers. Numerically they are the strongest in the whole service, and their absolute loyalty to duty can not be questioned with any degree of accuracy, for they have been thoroughly tried out in the past three years and found to be true to every trust imposed in them. I do not know the percentage of this class of employees who participated in the great World War, but it must have been large, even of so large a number of men. I happen to know personally of several instances where post-office clerks volunteered their services to their country, when they could have been exempted by their chiefs, and would have been had they allowed it. Many of them made the supreme sacrifice, too, while many more have returned to their homes disabled and incapacitated to take up their former vocations.

The number of clerks and carriers I represent is small, gentlemen, but I believe they are representative, and I know they are deserving of consideration at your hands and are entitled to recognition for the invaluable services rendered their Government, by their unswerving duty under the most unfavorable conditions which have existed during the past three years.

At an entrance salary of \$800 per year, a clerk or city carrier with three to five years' experience was just beginning to come into his own, as it were, when the price of life's necessities began to soar upward, and the competence to which he had been looking forward in his years of toil was suddenly broken into, and his \$1,000 to \$1,200 per year salary was eaten up even faster than that of his initial income in his first days of service. However, as a rule, he has plodded on uncomplainingly, displaying a confidence in his Government to do the right thing by him when it comes to a "show-down," and, gentlemen, in the opinion of the majority, the "show-down" has come, and if the present Congress should fail to make provisions for the great army of postal employees, then we must only expect to see the ranks thinned of the most efficient workers, and the service thereby impaired to an almost irremediable extent.

The clerks in the post offices represented by me—that is, the four second-class offices in the fourth congressional district of Tennessee—have had from two to eight and ten years' experience, and are all around efficient, men and women. Most of them served from six months to two years as substitute clerks or carriers and were efficient from the dates of their regular régimes. The village carrier, who by the way render splendid service for the least money paid any class of postal employees, have had practically the same experience as the clerks and city carriers. Their positions are of course experimental, but nevertheless they have proven their worth to the communities they serve. Their work is equal to that of the city carriers, and they are paid considerably less money, their initial pay being \$600 per year with a 15 per cent increase each year. I believe the entrance salary of the village carriers should be \$800, with a liberal percentage of increase for each promotion earned.

I have questionnaires from the clerks and carriers represented, and they show unusual disparities in salaries paid and living expenses incurred.

Another class of employee that I want to touch on in this connection is the substitute and auxiliary clerks attached to the several offices throughout the country, for I believe their interests should be looked after also. In a small office like the one in which I work a great deal of clerical work is done by auxiliary clerks at so much per hour, with tours of duty alternating from two to eight hours, and placed at times that suit the schedules of the office, usually early and late. When an office is classified the department's inspectors usually start it out with just as little clerical assistance as is possible; in fact, they allow the postmaster really less assistance than he had in the third class, when he paid out of his own salary about 50 per cent of the clerk hire expended. Some of these substitute or auxiliary clerks work as long as two to three years before they are made regular and get in line for earned promotion, notwithstanding their efficiency records.

Now, gentlemen, the average cost of living for the average clerk and carrier in the grades I have mentioned is \$1,250 per year while the average salary drawn is \$1,150; this includes bonus, which goes to show the inadequacy of the present bonus system,

to give the relief it is intended to give. These figures are based on independently given questionnaires, and I know there has been no concerted action on the part of any group of employees to make the situation show up other than it really is.

The case of this class of employees will, I am sure, come in for a fair share of your consideration, and I know there is no class of men and women that will more sincerely appreciate your action in their behalf, in recommending an increase in their salaries to meet the actual necessary expenses of latter-day living.

RAILWAY POSTAL CLERKS.

STATEMENT OF MR. REESE PORTER, MEMPHIS, TENN.

Mr. PORTER. Gentlemen of the commission, I have a brief here, and I will read certain parts of it and make comments thereon. [Reading:]

Representatives of railway postal clerks appearing before you in other cities visited by you have given you a thorough analysis of the Railway Mail Service. I shall therefore confine my statement to local conditions in this service.

It must be admitted that qualifications, character of work required, and personal fitness of the employees should be considered in determining what is a proper salary for railway postal clerks. A common school education will fit one to pass the required entrance examination but as it is a competitive examination, the higher mark made by the applicant, the more certain he is to receive an appointment. Moreover, the further the applicant's education has advanced, the better his mind is trained to take up the complicated study requirements after he is appointed and so much sooner he will become an efficient clerk.

You have been informed that the new appointee (who is only a substitute) is required within 30 days to pass an examination on a section of the postal laws, and within 60 days report for an examination on a State or part of a State by general scheme. The examination on postal laws is a written examination of about 75 questions and failure to answer fully more than three of them subjects the clerk to a charge against his record. A few days ago a new appointee under the chief clerk's office in Memphis made a grade of 93.27 per cent. For this he was assessed 2 minus points. This man had been in the service less than one month and is assigned to a run of about eight hours daily except Monday. It can readily be seen that he must devote his whole time to study as he must, as stated, be preparing also for the case examination. The young man whose case is cited has not yet put up a case examination but the average of substitute clerks of Memphis is 95.9. Besides the preparation for the examinations mentioned, the new substitute must at the same time be studying train schedules and the local supply of the offices on the lines to which he is assigned.

I want to offer in comparison to the above the record of a substitute clerk during the period of 1907 to 1910. During that period they made a record of 98.3 per cent. Now a difference of only three points might not appear to one not familiar with the Postal Service to be very much. [Reading.]

It is reasonable to assume that the clerk who does most studying does the best work in the mail car. In this connection we wish to cite the examination record of a clerk under the Memphis office. His examination requirement at this time is 6,415 cards. Of these he cased 6,414 correctly, or 99.98 per cent correct. It should be understood too that such a record for accuracy in examinations indicates a much higher percentage for accuracy in the actual distribution of the mails for certain cards counted as errors in case examinations would not be improperly cased if actual mail. All examinations on postal laws comprise a total of about 500 questions. This clerk's record on postal laws for the same period is 99.90 per cent correct. This man is a regular clerk of several years experience. It is very seldom a new man attains an examination record as high. However, I wish to call your attention to one item in the last annual report of the Postmaster General. His records show that in the actual distribution of the mails the clerks of the entire country attained a percentage for accuracy of 99.99 which is about as near perfection as human beings can be expected to come.

In the mail car the efficient clerk is able to properly route instantly every piece of mail he works by general scheme. This requires on some lines a perfect knowledge as to location of more than 7,000 post offices. He must know not only the exact point on the railway postoffice line the office is located but also the quickest possible way to

reach this place under all circumstances. This requires a thorough knowledge of the schedule of his own train and also of all other trains which he connects, when on time or running late.

It is doubtful if there is any occupation more exacting or exhausting than that of the railway postal clerk. Nearly all of his work is done in a rapidly moving, swaying, jarring car. About half of it is done at night. It is done in a race against time with the efficient clerk usually the winner. In the summer the car is too warm. In the winter it is almost impossible to keep the car at an even temperature. This is because at each station it is necessary to keep one and frequently two doors open while the exchange of mails is made. These exchanges must be made regardless of weather and as the stations will average in this section about one each 5 miles we have a heavy forced draft of cold air through the car each six or seven minutes. Practically all work is done standing. During interruptions of service caused by wrecks, washouts, etc., we must remain constantly on duty. The hours for rest and for meals are necessarily irregular.

The danger of accidents is ever present and unlike the engineer or fireman we have little advance warning of impending danger and no opportunity to avoid it. Numbers of engineers have expressed the opinion to me that their occupation is not so trying as ours. Any sudden application of the brakes, a loose joint or any number of other things, may be the signal for a wreck and while we are clinging to the safety rods we are in effect staring death in the face.

Our work will easily bear comparison with that of the engineer or fireman in its exhausting nature, and the work of no other member of the train crew can be compared to ours in this respect.

In steadfastness and loyalty to duty the railway postal clerk we believe is second to none. Inclement weather, yellow fever, or other epidemics do not prevent his response to the call for duty. In the past in no other body of employees has morale been higher.

In other respects the railway postal clerk's occupation is more exacting than that of other trainmen. All of our time off duty is at the disposal of the Postoffice Department. We can not leave town even for a day without the consent of our officials. We must be ready, day or night, to take any run assigned to us whether on our own line or if some service condition requires it, on any other line in any division. We are forbidden any political activity except that we may vote. The railroad or other employee may take as active a part as he likes in politics or anything else and his time off duty is his to do with as he pleases.

We think it is conclusive that the railway postal clerk is just as much an expert in his line as the throat or eye specialist or the specialist in any other bodily ills. The railroad engineer or any other trainman certainly does not excel him in expertness nor are the educational qualifications required so high. When we compare the salaries however, we find that the railway postal clerk is getting a much lower average salary. The average salary of railroad employees on trains running on two of the principal lines out of Memphis are for passenger conductors, \$2,700, engineers, \$3,300, firemen, \$2,400, flagmen, \$1,700. The average salary of railway postal clerks running into Memphis is about \$1,750. No comparison will be made with the salaries of such employees as the train porter because it is realized that while in some cases they are drawing more than a skilled railway postal clerk of the highest grade, the condition is only temporary and one that will undoubtedly be changed later.

We can see no reason why the railway postal clerk should not receive a salary more nearly equal to that of the skilled trainmen. It has been argued, rightly we think, that the United States Government should be the model employer. No such pre-eminence can be claimed when there is such a glaring difference between the salaries of railroad employees and our own, especially when it is remembered that the actual work involved is comparable to theirs and that in other respects our position is not so attractive as that of the railroad employee. Certainly the railway postal clerk is as much an expert as the engineer. There is this difference, however, between the two. If the railroad engineer becomes dissatisfied with the work he is doing or the salary he is getting he can quit and take a place as a stationary engineer or he can seek employment on another railroad line. The railway postal clerk has no such privilege. His skill and training, perfect though it may be for employment in the Railway Mail Service, is of no value to any firm or in any business whatever. Moreover his training and study have been so exacting that it is almost impossible for him to take up and master any other line or kind of work. This being true, adequate salaries and satisfactory working conditions should ever be before him to encourage him to strive for that perfection that is necessary in the proper handling of the mails.

We do not believe salaries have ever been commensurate with the duty involved. Recently, due to the advance in the cost of living, the situation has grown acute.

It has reached the point in this section where really competent men are no longer obtainable in sufficient number. Occasionally good material comes in but numbers of the new men after seeing what the service has to offer resign. According to the last report of the Postmaster General 2,717 eligibles declined appointment in the last fiscal year. As a rule it is the men of the higher qualifications who decline, leaving the service to be manned by the incompetents and misfits from other occupations. One loyal efficient clerk is worth, all things considered, two of the other kind. If a change for the better is not made we sincerely believe the time will come when, due to lowered efficiency and general indifference, it will actually require two men to do the work now done by one efficient clerk. Bear in mind, too, that the work of the two will not bear comparison to that of the one efficient clerk. This is a prediction based on many years experience in the service. It is not a threat either of wholesale resignations as might be supposed. Most of us have been too long in the service to think of changing. We are thoroughly familiar with the duties of a railway postal clerk but have no training for other work. The effect is certain to be felt, however, when the older clerks get out.

On the salaries that have been paid us in the past we have been able to live, nothing more. It is admitted of course that before the coming of the World War with its rapid increase in costs of all the necessities of life it was much easier to cover all expenses with the salaries paid us, even though they were so much less than at present. Numbers of clerks are poorer now than they were a few years ago, the meager savings of former years being drawn upon to meet the ever mounting cost of living. In some cases debts are incurred and that, too, while practicing the most rigid economy. Under such circumstances, it is probable that men in sufficient numbers will be attracted to the service to enable the department to secure an adequate force of competent men. It appears extremely unlikely to us. In fact the department has already had recourse to advertising, etc., and we have been directed to give all possible publicity to examinations.

The ideal salary is one that is commensurate with the duties involved. It should provide for the comforts of life and should also provide a margin for saving. In no occupation can this be truer than in the Railway Mail Service, for due to the arduous nature of the work required we cannot hope to remain in the service to an advanced age.

We believe that salaries should be arranged on a basis that will not be changed by change of assignment or any other cause beyond the control of the clerks. This can be done only by substituting for the present law a law by which all will have the maximum salary within reach; that is, a single classification for all lines. If the clerk knows that his advancement depends solely on his efficiency he will strive to the utmost to attain perfection. The service will then be getting the best there is in him.

The clerk on the lighter lines is devoting his entire time to the service as much as the clerk on the heavy trunk line. The proposed single classification would ultimately result too, in putting the younger men on the heavy lines, the older men drifting to the lighter and more desirable runs. I wish to cite as an example of the defects in the existing law the transfer service. Most of the transfer offices are by order of the department placed in the lower classification, with a consequent low salary. It is an admitted fact that upon an efficient transfer service depends in large measure the efficiency of the whole Postal Service, yet the men in the transfer service are among the most poorly paid. The poorly paid transfer clerk, like the poorly paid road clerk or the poorly paid employee in any other line, does not take the interest in the work that should be taken and the service suffers in proportion to his indifference.

We think the entrance salary should be sufficient to attract good men to it and that the salary limit should be high enough to hold good men after it has gotten them in. It is very poor business to get a man in and after he is trained allow him to see how little the service has to offer for his life's work and have him resign as so many do. The training of a railway postal clerk is an expense to the United States Government as the training of an employee is to any employer.

We have given this question careful study, carefully comparing the advantages with the disadvantages and we have decided on the following scale as being fair to the clerks and not burdensome to the Department: The entrance salary should be not less than \$1,700, with advancement to the efficient clerk of \$200 after the first year, \$100 each of the next two years, and \$200 each of the next two, making the final salary \$2,500 for distributors with \$2,800 for the clerk-in-charge. We do not believe that the clerk-in-charge should have to wait three years to reach the limit in his salary. By the time a man has reached the salary limit of a distributor he

has demonstrated conclusively whether he has the ability to make an efficient clerk-in-charge. If he has the ability and is given the position he should have the salary. If he has not the ability he should not be given the place.

Just because this is a decided increase over present salaries paid us is not proof that it is too much. Because we have been underpaid is no reason why we should continue to be underpaid. It has been said that an employer usually gets what he pays for. This has not been true in the Railway Mail Service but the time has come when, in our opinion, there is such a difference between what we earn and what we get that the effect is beginning to be felt. This condition will get worse if there is no change and the time must come when actually the Government like any other employer, will get what it pays for. When that time comes efficiency and the Postal Service will no longer be synonyms.

Only the other night one of our oldest substitutes—and, by the way, he was a soldier in the Thirtieth Division and had been in Europe since 1913—as soon as he was mustered out he was returned to the service and asked for an assignment on his home line. During the time he was in the war some of the other men who started in the service—this man was a substitute when he left and when he came back he was still a substitute and some of the men newer in the service than he was was given the appointment. This man a few nights ago became thoroughly disgusted. He had been in the service seven years as a substitute, omitting the time he had been in the Army. He told me a few nights ago he had resigned and had taken a position with a lumber concern at a \$175 a month, which is almost as much as I am getting. I know that man was an efficient man because I had him in my car.

STATEMENT OF MR. RONO·KEEFE, LITTLE ROCK, ARK.

Mr. KEEFE. Mr. Chairman and gentlemen of the commission, I have a wife and three children and am not making a living and have no way to augment my salary. I can not put my wife to work; she has to stay home and take care of the babies. [Reading:]

In compliance with the request of your committee the following brief in regard to the adjustment of salaries of terminal clerks is submitted for your consideration:

THE FUNCTION OF THE TERMINAL POST OFFICE.

The supervision of the dispatch of mail that passes through the gateway in which it is located. The distribution of all classes of mail. The rerouting of mail that has missed connection and needs to be diverted to another channel.

THE PRIMARY OBJECT OF THE TERMINAL SYSTEM—ITS GROWTH.

On account of the limited space in mail cars the advent of the parcel post to the United States mail required more room for their distribution. Hence, the terminal post office.

To aid the handling of first-class mail in mail cars, circulars, except price lists and market quotations, were withdrawn and placed in terminals. This class of mail is now the principal distribution.

The distribution and dispatch of mail by the terminals to express trains to be delivered at local stations by the train baggageman.

Blue tag, or magazines and catalogues, are distributed almost entirely in terminals. This distribution saves congestion in mail cars.

Advance distribution or the preparation of mail that collects at terminals, so that the clerk in the mail car may deliver at destination without further distribution.

Every class of mail is handled, and in the same manner as in the mail cars and post offices.

THE KNOWLEDGE OF DISTRIBUTION REQUIRED.

The distributional requirements cover the memorizing of the location of every post office in the State assigned to the terminal. The States assigned are those to whom mail can not be dispatched in bulk without loss of time to a part of it, and that which collects in such quantities as to justify its distribution.

A knowledge of the connection of all trains in the district is required. Clerks are examined regularly on the Postal Laws and Regulations pertaining to the Railway Mail Service.

Special attention is invited to the fact that no time for study is allowed terminal clerks. They are required to learn examinations on their own time. The time allowed clerks employed in the mail cars for study ranges from 30 minutes to one hour and 15 minutes according to the importance of the run.

COMPARISON OF CLASSIFICATION.

Railway post offices are divided into three classes—A, B, and C. The method of determining the class is as follows: The quantity of mail distributed; the number of clerks employed; the number of post offices or States that must be memorized.

Terminal post offices are divided into two classes—A and B. Although the amount of mail distributed, the number of clerks employed, and the study requirements of the average terminal will exceed that of the average class C line, terminals are not allowed the higher rating. Special attention is invited to this feature.

COMPARISON OF IMPORTANCE WITH OTHER CLASSES OF SERVICE.

The study requirements are the same as that in the mail cars. The knowledge of the Postal Laws and Regulations is the same. The distribution is done in the same manner and the same class of mail is distributed.

THE LOCATION OF TERMINALS IN LARGE CITIES.

It is necessary that terminals be located in large railway centers. This means large cities and high living costs for clerks employed in terminals. Account of the regularity of the employment they can not move to the smaller towns and avoid high costs. Should the train service permit, the railroad fare would prohibit it.

THE HAZARD OF THE EMPLOYMENT.

The hazard of the employment in terminals is that of sanitation. Usually the location is in the basement of the station, where sunshine and fresh air do not reach. Electric fans to circulate the stagnant air are not provided. Artificial light must be used at all hours of the day. The hazard to the health and the eyesight of the clerks is a serious consideration.

THE SKILL AND THE TRAINING REQUIRED.

The training necessary before the clerk may become efficient is estimated at three years, although a lifetime might be spent and the intricacies of the postal system remain unsolved.

The skill is in the memorization of the thousands of offices. The celerity of the clerk in handling the mail. There must be the knowledge and the alertness. The clerk must be mentally and physically perfect, as the mind and body must be used.

THE CHARACTER AND THE REGULARITY OF THE EMPLOYMENT.

The character of the work embodies both mental and physical. It is not the nature of the work altogether that the term clerk implies. While in the handling of letters the work is light, the distribution of sacks of mail, such as papers, catalogues, and magazines requires hard labor.

The employment of clerks in terminals is regular. There are six days of work, eight hours per day, with one day of rest. The rest day is not always given on Sunday. Account of the continual distribution each day of the week, the rest days are given all through the week so that the force may be equalized for each day's work.

THE DEGREE OF RESPONSIBILITY.

The responsibility is that of the message bearer of the people of the United States. The conduct of the business of the people and the Government is trusted to the mails. The handling of the thousands of newspapers to the remotest corners. The transportation of merchandise admissible as parcel post. The handling of invaluable packages in the registered mail. The position is one of trust, honor and integrity being necessary.

THE ELIMINATION OF THE THREE-YEAR RULE.

The law which compels a clerk who has been promoted to clerk in charge to serve three years before he receives the maximum that the position pays is unjust. In most instances clerks have served many years in the service before this promotion comes and are fully capable long before they have the opportunity to become clerk in charge.

The elimination of the above rule would afford to many clerks a goodly portion of the relief that is so badly needed at present.

THE EQUIPMENT NECESSARY.

The equipment of a clerk is not a small item. He needs clothing and equipment specially made for the work. The clerk must furnish his own grip or supply box in which to carry Government supplies. He furnishes his own practice case and the cards necessary in learning an examination. With salaries so low, these items work a hardship on the clerks.

METHOD OF GRADING CLERKS, CLERKS IN CHARGE, AND CLERKS IN CHARGE OF TOURS.

A clerk in charge of a terminal is graded upon the number of clerks employed up to 20. The maximum salary is then received. Thus far the system is fair, but in terminals where the number employed goes far above this amount, there should be grades above the maximum now set for the clerk in charge. A suggestion would be to grade in units of 50 clerks, giving \$100 per annum for each 50 clerks employed above 20.

It is not believed that a difference should exist in the grading of clerks in terminals and clerks on the road. Wherever the requirements are the same the pay should also be the same. The road clerk has the extra compensation of his expenses paid and compensatory time for study and clerical work.

THE RELATIONS BETWEEN WAGES AND THE COST OF LIVING.

Government figures made public by Dr. Royal Meeker, Chief of the Bureau of Labor Statistics, show that the minimum annual expenses of a family of five to be \$2,262. This being true, it is evident that the salaries of the employees of the Post Office Department are not upon the proper basis.

Below is a summary of the wages paid in the past, at present, and that asked for, showing increase in the cost of living:

Average wage standard of employees in year 1913, \$1,239.

Average increase in cost of living, 1913 to 1919, 91 per cent.

Average wage standard of terminal and transfer clerks in year 1919: Terminal clerks—class A, \$1,358.56; class B, \$1,250. Transfer clerks—class A, \$1,314.41; class B, \$1,453.33.

Proposed salary scale recommended per annum: Substitute, \$1,700; grade one, \$1,900; grade two, \$2,000; grade three, \$2,100; grade four, \$2,300; grade five, \$2,500; clerk in charge, \$2,800.

Special attention is invited to the fact that in the scale asked for the clerks receive up to \$2,500 per annum. In some cases clerks are employed an ordinary lifetime before they are in line for advancement to the position of clerk in charge. These years of service, the best of the clerk's life, should be well paid for. Then if there is to be a reward for services well rendered, and for the competency that goes with advancement, the salary asked for the supervisor is not too much.

A PERMANENT JOINT COMMISSION.

The Joint Commission on Postal Salaries should be permanently established. The salary question should not be left to the Post Office Department. If an impartial tribunal could decide this question, it would remove much of the strife between the officials and clerks which would result in much good for all.

I think my brief covers all that I have to say.

Senator MOSES. Do you make any distinction between the different conditions under which the work is done. Isn't the work in a terminal more easily done than the work in a moving car?

Mr. KEEFE. I don't believe so. I have served on the road some 12 years and a clerk on the road can, as a rule, work his mail and sit down, whereas we can always find work to do in the terminal and keep at it. We have eight hours a day and have no time off for study. A clerk on the road is allowed an hour and 15 minutes for study and he has expense money.

STATEMENT OF MR. EDGAR E. ROBERTS, JACKSON, TENN.

Mr. ROBERTS. Gentlemen of the committee, I am here representing the Railway Mail Service in the vicinity of Jackson, Tenn., and more especially the clerks on one-man runs. As you probably know, they are in the lower grades—classifications A and B—with salaries of the lowest grade. Now, these clerks perform just about as much service as any other clerk on the heavier lines, because the personnel has been reduced almost to the minimum and each man has all he can do no matter what his duties are. On the heavy lines we have many men on a car—a clerk in charge, one assigned to local mail; one to foreign; another to registers, etc., but on one-man runs all these responsibilities and duties are on one pair of shoulders.

Now, the amount of work can never be adjusted uniformly on any two lines of the same length, as to the same days of the week or the same time of the year. It varies like a little water course, and since the work varies only in amount and not in kind the duties are all practically the same and, as I say, the number of clerks has been reduced so that each man has about all that he can attend to whatever he is assigned to do. The clerks on one-man runs are entitled, at least, to as much as distributors on heavy lines. These salaries which we now have under the basic law of 1912, which reached its maximum in 1917, are about an average of \$1,414. The salary scale that we are asking for to-day is based on that compared with the cost of living. You have had more of that than anybody wants, I know. Every town has its own prices, and they are all high enough for the salary that a man is obliged to meet them on.

Now, I would like to say a few words on the loss of pay to clerks caused by annual leave; or on the efficiency rating system; the speed test as a limitation on salaries, etc. We have a very definite rating system.

Mr. STEENERSON. Explain the speed test.

Mr. ROBERTS. In passing an examination on the post offices of a State we have little cards about the size of a visiting card and in the examination case a label for each railroad and each junction point and all the post offices of this State that we are passing on must be placed in the proper pigeon holes. Formerly that was all there was to it. Now, the speed required at this time is 25 per minute. If we fall below 25; say we fall to 16, we are given 100 minus points. If you case every card right and get them in the right pigeon holes at a speed of 16 a minute, you get 100 minus points. To get 100 plus you would have to throw at 75 per minute—one and one-fourth cards a second. Nine below the standard will give us 100 minus

marks, while it takes 50 above the standard to give us a 100 plus. The way that affects us is this: If a man is due for a meritorious promotion, 300 net minus points will shut him out.

Senator MOSES. How many men ever make 100 plus?

Mr. ROBERTS. I have never heard of any. I don't know that it has ever been done. I have heard of examinations at 50 and 51 and at 49 per minute. That is the highest I have ever heard of.

Senator MOSES. Did that gain any credits?

Mr. ROBERTS. Yes, sir; there is a sliding scale. We get two plus for each card that we exceed the 25 per minute. Now, since our promotions depend on whether or not we have so many minus points, you can see the relation between the speed test efficiency system and our salaries.

I can tell you a little more definitely about the efficiency rating system if you care to hear it. You have had, I believe, about all this high cost of living that you care to hear.

Senator MOSES. Go on with your efficiency rating system.

Mr. ROBERTS. First we have a little pamphlet with about 25 or 30 pages and in it there are specified about 268 items on which we can receive minus points and 17 on which we can receive plus marks, but most of these plus items are such that a man won't run up on them more than once in a lifetime. You can get a hundred or two hundred plus marks if you risk your life to save the mail or the life of a fellow clerk in a wreck.

Senator MOSES. Then we are back to about the ratio of 16 to 1.

Mr. ROBERTS. If that were all the chances of minus points, it wouldn't be so bad. There is another—failure to comply with an official order, minus 25. We may have a thousand official orders by the department and chief clerks, and each of them, if we should forget, would mean 25 minus points. That means, besides the 268 items in the book there may be a thousand or fifteen hundred outside of the book that would bring us minus points. That is why they are so lopsided, but owing to the fact that we have some men in the supervisory offices who have a human side and the knowledge that a man would rather be led than driven, there are not a great many cases where the men are sore on the efficiency rating system in the Railway Mail Service, but we would like to have the chance to acquire minus marks reduced a little and have the chances to gain plus marks increased a little.

Senator MOSES. Is the record fairly kept?

Mr. ROBERTS. I think so. Each clerk is sent a slip when he gets a minus or plus, and he can keep that tabulation himself, and if he loses count, they will tell him just how he stands at any time. I think it is fair in that respect. But we believe that the system is not administered uniformly in all chief clerk districts.

Senator GAY. Your time is up, Mr. Roberts.

Mr. ROBERTS. I would like to say a word about personal affairs from a financial standpoint. It is just the same old story over and over. The salary has not been adequate to meet living expenses. In my case I have a little girl of an age now that she should take music lessons, but I can not afford to give them to her. I have no piano and no chance to get a piano. I lost a little one in 1915. That ran me behind something like \$700 in three weeks—appendicitis and all that goes with it. Most of that money is owing yet. I don't

mean those particular bills, but money borrowed to pay those bills is still owing.

It seems to me, and it seems to be the consensus of opinion among the clerks that we should not only be able to earn a living and live up to the American standard of living while we are at work, but that we should be able to lay something by, because there will come a time when we are not able to work, and these road men come to that stage a little earlier than the men in the offices or those not subjected to the strain of moving trains, and so forth. Therefore, we just ask for a fair salary scale, based on conditions as they are. We can not change conditions.

(Mr. Roberts submitted the following brief:)

BRIEF OF EDGAR E. ROBERTS, JACKSON, TENN.

The first paragraph of section 1549, Postal Laws and Regulations, from the act of August 24, 1912, reads, in part, as follows:

"The Postmaster General shall classify and fix the salaries of railway postal clerks under such regulations as he may prescribe in the grades provided by law; and for the purpose of organization and establishing maximum grades to which promotion may be made successively, as hereinafter provided, he shall classify railway post offices, terminal railway post offices, and transfer offices with reference to their character and importance in three classes, with salary grades as follows: Class A, \$800 to \$1,200; class B, \$900 to \$1,300; class C, \$900 to \$1,500. Clerks in class A shall be promoted successively to grade 3, clerks in class B shall be promoted successively to grade 4, and clerks in class C shall be promoted successively to grade 5."

But nothing is said of the standard to be used in determining these classes, this being left to the Postmaster General. The standards used are based on the number of packages worked, the number of sacks of papers worked, and the number of registers handled, and the distribution requirements. By raising the standards high enough it would be possible to place all lines in the lower classes. There is nothing to prevent. The whole subject could be rendered safe and sane by having just one classification and there is only one in other branches of the Postal Service.

One-man runs.

One-man runs are of class A and a few in class B, and the salaries are exactly as provided in the law just quoted, except that there are a few that are one grade higher because of the amount of mail handled and distributed. The duties of a clerk on one-man runs are like those of each and every clerk in a heavy railway post office, differing in degree only and not in kind.

On a heavy line of class C, where there are many clerks to the crew, there is one clerk who is designated as "clerk in charge." He has charge of and is responsible for the car. He alone is responsible for the making of all reports. He also has distribution to perform, usually the most complex of any in the car. He must see that clerks in his crew obey all orders, instructions, and regulations and that distribution is properly performed and that registers are carefully safeguarded and are handled according to the regulations.

The registers are usually handled by a clerk who distributes the letters for the State or States local to the line. This clerk is responsible for the registers, but the clerk in charge must see that he handles them as required by Postal Laws and Regulations.

Then there are other clerks assigned to same distributions in papers. One or more of these clerks are responsible for the delivery of local mail at stations and for the dispatch of mail at junctions.

Local delivery is deemed one of the most important parts of the work and great stress is placed on it in official orders. There are designated places for the delivery of mail at every station and the most definite instructions for the handling of mail, especially parcel post for nonstop stations.

On one-man runs all these duties and responsibilities rest on one pair of shoulders. He may not distribute as many packages of letters as a letter clerk in a class C line; he may not handle as many registers per trip as the register clerk on a class C line; he may not work as many sacks of papers as his fellow workers on the heavy lines, and he may not have as much mail for local delivery, but he has a share of all these duties to perform. His duties are exactly like those of other clerks on the heavier lines, only not so much of any one thing to do.

In addition to all his varied duties as an actual distributor, he has all reports to make, and that means not only the official trip report but all others required by the Postal Laws and Regulations and by special instructions.

But, however much the clerk on a one-man run may share in kind the duties and responsibilities of a clerk in charge on a class C line, he is even denied the title "clerk in charge," and is known only as a "clerk on one-man run." In that way he is deprived of at least \$100 each year, after serving three years in that capacity.

The clerk on one-man run is in reality much more responsible in the matter of registered mail than his coworker on the heavier lines, for whereas they have witnesses to the dispatch of registered mail, he has none. In the case of a post office employee claiming he did not receive a certain register, it would be a case of one man's word against another.

There is something for them to be doing all the time. They can never relax for even a few minutes. They are responsible for local deliveries and must be listening for the station whistle all the time.

They are usually allowed but little time for advance distribution before leaving the terminal, and if the mail is not all distributed before leaving they have to finish it by a few minutes' work at a time as they can get to it. There is no set standard of hours of road duty required of them.

They have to check register records, prepare slips, etc., for the next run and study for examination both on State and Postal Laws and Regulations, the same as clerks on the heavier lines.

The work can never be adjusted so as to be uniform in amount even in two lines of the same length and same classification, nor even on one line on different days of the week or different times of the year.

Since, then, the work in the different classes of railway post offices differs only in the amount of work done and not at all in kind, there should be only one classification of lines and not more than five salary grades. The salary grades should be adjusted according to the amount and kind of work done, and the difference in salary between the clerk in charge and distributors should be greater than it is now on account of the responsibility and detail work required of the clerk in charge. The clerk on one-man run should be a clerk in charge with salary the same as distributors on heavy lines.

The present classification holds men back from advancement, and this is a detriment to the service as well as the men. No man can or will take as active an interest in his work when the higher positions are not open to him.

If a clerk is appointed on a class A or B run, he can go higher only by transferring to a class C line, and this is sometimes difficult to do. If he does transfer, he loses all his seniority and becomes the junior clerk on the line to which he transferred.

Also, when a railway post-office line has two classes of lines on it, as, for instance, one or two class C lines and a class B line, there arises a peculiar and very unjust and impractical situation.

The distributors on the class C lines, under present salaries, would be of the \$1,800 grade and the clerks in charge of the class B would be the same. In the event of a vacancy in the clerk in charge assignment on the class B line, the distributors on the class C lines would actually have to take a reduction to \$1,700, and remain at that for three years as clerk in charge before they would again be promoted to \$1,800.

Men would seldom do this and it would result in the clerk-in-charge assignment being filled by lower grade, inexperienced men, while the men with experience in the service who could fill the position particularly well would remain in their distributing assignment.

Another reason why they would not take it would be the fact that they are usually wanting to be clerk in charge of the class C line, and to take a reduction in order to go on the class B run might deprive them of their seniority and make them the junior clerks of their grade on the line.

This peculiar situation is caused by a part of section 1549, Postal Laws and Regulations, as follows:

"Clerks assigned as clerks in charge of crews consisting of more than one clerk shall be of grades 6 to 10, inclusive, and may be promoted one grade only after three years satisfactory and faithful service in such capacity."

Such a situation could not come up under one classification.

CONCERNING LOSS OF PAY CAUSED BY ANNUAL LEAVE.

Section 1559, paragraph 2, Postal Laws and Regulations, reads as follows:

"Leaves of absence for 15 days, exclusive of Sundays and holidays, will be granted each fiscal year to all railway postal clerks who have been in the service not less than one year."

This is being administered now in such a way that the clerk must take from one to three days personal leave in favor of the substitute in order to receive the full leave which he is clearly entitled under the act of Congress. This matter should be remedied in some way.

THE SPEED TEST AS A LIMITATION ON SALARIES.

Another thing that is resulting in demotions and in failures to be promoted is the old speed test in a new form. There is appended to section 1570, Postal Laws and Regulations, a long list of notes relating to the examinations that railway postal clerks are required to pass. Note No. 39 is a table showing the number of plus to be credited or minus to be charged to a clerk on accuracy. Note No. 40 is a table showing the number of plus to be credited or the number of minus to be charged to a clerk on speed on card examination. The standard speed as decided at this time and given in this table is 25 cards per minute. On an examination of, say, 630 cards with more than 25 separations, if the clerk handled at the rate of 16 per minute, or, in other words, 9 per minute below the standard, he could be given 100 minus.

By the same table, in order to gain a credit of 100 plus on the same examination the clerk would have to handle at the rate of 1½ cards per second or 75 per minute or 50 cards above the standard; 9 below the standard per minute, 100 minus; 50 above the standard per minute, 100 plus.

Holding these facts in mind, we will consider the \$100 raise given us July 1, 1919, by the current Post Office appropriation bill. This raise was a meritorious promotion, and in that way some clerks were deprived of it by reason of having more than 300 net minus points charged against their records. There were at least some who would not have had 300 net minus against them but for charges incurred on account of the speed test on examination.

The speed test was eliminated from road work some years ago and should be from examinations also.

ON LIVING COSTS AND CONDITIONS.

According to the Literary Digest of September 20, 1919, the War Trade Board found that the cost of living has gone up 102 per cent since the beginning of the war. The Digest adds that Bradstreet's index number of wholesale commodity prices advanced 117 per cent from August 1, 1914, to November 1, 1918.

Prices have advanced since that time, some materially in the last few weeks. shoes for instance.

The reclassification act passed 1912 became effective October 1, 1912. The average salary of the railway postal clerk in 1917, when the maximum should have been reached under the law of 1912, was approximately \$1,414. It is apparent, then, that in 1912 Congress contemplated that under conditions then existing that we were entitled to an average yearly wage of that amount. Salaries as they were June 30, 1919, are given for the different classes of lines as follows: Class A, road clerks, \$1,356.56; class B, road clerks, \$1,540.08; class C, road clerks, \$1,708.41.

These figures show an increase over the average for 1913 of 30 per cent, while the cost of living has gone up, as variously estimated, from 90 to 200 per cent.

We must pass examinations every year, as many as two or three. And you will recall by what was said above of the greater chance to get minus than plus that an examination is a serious matter. Three hundred net minus will shut a clerk out of a meritorious promotion, 400 will prevent his successive promotion, and 500 net minus will result in demotion. Thus you will see that it is up to us to prepare to the very limit of our ability for each and every examination.

It is usual to compare our work, hours, and pay with that of the railroad men on the trains where we perform service. The railroad employee has a standard day beyond which he receives overtime. There is a limit of hours he may be kept continuously on duty, and when that limit arrives, if it is not possible to relieve him the train stops until a certain minimum of hours of rest have been given.

The railway postal clerk has no legal standard day and does not receive overtime no matter how long he may be kept on duty by delay of trains.

Besides being much the better paid class of workers, the railroad employee has a very valuable privilege which we postal workers have not at all. I refer to the passes given to the railroad employee, and not only for himself but for his family good for free transportation over the system for which he works and over any foreign line if he desires it.

The only thing of the kind issued to us is a photo annual commission, good only between our termini and limited strictly to official business. If a clerk should go to some point a few miles from his terminal where there was a river and good fishing for a day's outing, he shall not use his commission, but must pay his fare.

Clerks who do not reside at the terminal but at some point on the line can ride back and forth to and from duty on their commission, but that is all. We are warned not to try to use them for private purposes. Many clerks who live at their terminal carry the commission the entire year of its life and never use it once. About the only use they are to a clerk who lives at his terminal is to get him 50 minus if he should lose it.

SAVING FOR THE RAINY DAY.

There are very few clerks to-day who can save anything for the inevitable rainy day. Those who can are unmarried clerks who have been in the service for a number of years and are on class C lines, where their advancement was automatic to grade 5 with a meritorious promotion or two on top of that.

Of all the clerks who have taken on the responsibility of a family there are so very few who have been able to save anything during the last four or five years that they might be safely left out of calculation. Even the extremely small number who have a slight income outside their salary say they have nothing left at the end of the year. The men I have in mind are men of the most exemplary habits.

I am aware that the patriotic impulse that prompted to make sacrifices during the war in order to try to buy Liberty bonds and war-savings stamps might be used as the basis of an argument that we are receiving sufficient salary. However, we clerks who are on the inside as to the sale of those bonds and stamps know how little basis there is for such an assumption.

When a witness says: "I think the facts are so and so," or when he says, "I have heard that the facts are so and so," his testimony is of little or no value.

But when he says: "I know that the facts are so and so," and he is willing to swear to it, and no creditable witness can be found who will say that his reputation for truth is not good, then his testimony is valuable.

So, gentlemen of the commission, if it is permissible to offer personal experiences and you will pardon me for talking of myself and my affairs, I should like to tell you some of the things concerning the battle with the high cost of living which I know. It is very far, indeed, from a pleasure to do this, and I should not have attempted it were it not for the fact that my experience typifies that of so many other men in the service, men who are the very basis of the State and Nation for they are the fathers of families and are devoting their lives to the rearing of some boys and girls who will soon be the men and women to take their places and carry forward as their parents have done, men who have been and will continue to be sober, industrious, and God-fearing and whose children will also be sober, industrious, and God-fearing.

In 1911 I assumed the obligation to pay for a small piece of land, 15 acres. This was nearly all on time, for I had very little to put into it.

In 1913, in order to give my family some protection and prevent them from losing the home in case I died, I took out \$5,000 life insurance in two policies of \$3,000 and \$2,000, respectively.

These payments were very hard to meet all the time up to the late fall of 1915, or, to be exact, the middle of October, 1915. At that time we were so unfortunate as to lose a little girl, four and a half years old, by appendicitis. The doctor's bills, fee for operation, drugs, hospital, burial, expenses, etc., all together put me behind about \$700 in three weeks. These bills themselves were all paid in a short time after they were incurred, but most of the money borrowed to pay them is not yet paid, and there is no prospect of being able to pay it soon.

During the following spring, when it seemed certain that we would soon be at war with Mexico, I put the loan on my place into a building and loan association in order to be able to meet the payments no matter what happened. This will cause me to pay more for the place, but it lessens the danger of losing through default of payments.

Coming now to the Liberty bonds and stamps. Practically all the clerks wanted to help Uncle Sam to the extent of their ability, and so, as others did, I signed up for what I might be able to pay for, \$250 of different issues. To make a long story short, in order finally to pay out on mine, I was forced to drop and cash my \$2,000 life insurance policy, paying par value for the bonds.

These same bonds have since been used at their market value to cancel a note. Thus, I lost \$10 or \$15 on them.

I have been a teetotaler since a boy, do not know the game of poker or craps, nor do I gamble on anything else, and have never used tobacco in any form. A few high-class news, not story, magazines and tennis are my only dissipations.

We do not own a piano nor a Victrola. We do not own an automobile, not even a John Henry. While we are not extravagant in dress, I try to have my wife and children as well dressed as those with whom they are associated in at school and church.

You can readily see that for my own self I am not extravagant when I tell you that I have on my newest suit of street clothes, though I shall not tell you when these were bought unless I am asked directly.

I submit to you that conditions should not be such that Americans, who work every day that they are not physically sick and who work a lot of days when they feel far more like being in bed, will have to deprive themselves of not only most of the luxuries of life but of some of the things that should be called necessities.

My grandfather's people helped to wrest what is now the great State of Kentucky from the Indians and transformed it from a wilderness into homes for a free and happy people. When my own grandfather settled on the homestead in north Missouri, where I was born, the Indian teepees were still standing not a half mile from where he built his home. The love of the soil flows in our veins. We love the community in which we live. We love and are proud of the State that is our home. But most of all we love the great Nation in which it has pleased the good God that we be born and in which, if it please Him, we will live out our days. We clerks, with a few negligible exceptions of alien parentage, are Americans first, last, and all the time. We will be found ready and willing to do anything that may be necessary in the interests of our great Nation; even if it should become necessary, we will be ready as Americans always have been ready, to die that the Nation may live.

And we ask respectfully and with all the strength of men proud of the name American that salary conditions be so changed that we may be able again to live up to that standard of living which is the highest on the round globe, the American standard.

STATEMENT OF MR. JAMES M. FOSTER, LITTLE ROCK, ARK.

Mr. FOSTER. Gentlemen of the commission, I came into the service 29 years ago. At that time the salary was inducive and there was nobody resigning except in rare instances. It took striving to get a clerkship in the Railway Mail Service 29 years ago, and they retained it, if possible, because the salary was an inducement.

The Postal Service is so incomprehensive in its intricacies that I thought it well to compare it to something; for instance, to a moving caravan on the desert. When they desire to send a message they select from among their number one having the necessary qualifications of a messenger, one with honor, integrity, and special ability. They wouldn't send him if he didn't have honor enough to respect other people's business; they wouldn't send him unless he had the integrity to take the job and do it; they wouldn't send him unless he had the special ability to accomplish the job. They equip him with the necessary supplies, according to his needs and the dignity of their company. There is one thing that has not been brought up very strong, and that is the supplies that we have to provide practically out of our own meager or varying salaries. For instance, it requires two grips. I buy two grips and I leave one of them at the station from the time I buy it until I throw it away. It is entirely for Government use.

You can well imagine that if a caravan messenger is going to stop to swap horses on that journey that he is not going to get very far. We are instructed to avoid and steer clear of all kinds of business in order that we may carry our message.

They start him on the journey with the assurance that his family will receive the same attention as others in the company, and he thus is enabled to go on that journey with no other burden but the message.

That was more truly the condition of the service when I came in than it has ever been for years at a time since. We were engaged in strictly attending to the message. The salary was sufficient to keep a man. In fact, the clerks strove for the salary and it was sufficient to maintain him, and, besides, engaging in any other

business prevents a man from doing the work that he is hired to do and the work he said he would do. If his burden is completely lifted he will not be so liable to engage in other business, but if his burden is allowed to fall upon his shoulders once in a while, then the encroachment of other business comes up and the service suffers. In that time, going further, the Railway Mail Service was made efficient by the use of proper human material. When I came in it was just two years after the civil service had taken over the Railway Mail Service and the supervisory officials were busily engaged in testing the material that was offered through the civil-service examinations and testing the material that come in through the old system.

Not all of those that came over were specially adapted to becoming mail clerks. You can not make a mail clerk out of nothing, any more than you can make a mechanic out of a man not adapted to it at all, and that testing was for that purpose. Then there was the intensive training. We prepared for the Postal Service months ahead. It has been demonstrated and explained here that it takes years to prepare a postal employe. Then, if we are at the rock-bottom now, or whatever condition the service may be in, because of the conditions that face us now, it would be five years, figuratively speaking, before service efficiency would be attained because of time necessary for training, so that the preparations going on now is looking to the service five years from now.

There is one point that I want to make, and I think that will about take up my time, and that is that the salary was inducive in 1890 to 1900, and it is not inducive now, as is indicated by the necessity of employing noncertified substitutes. The inducement has passed away. It is out of adjustment. The testing and training that was given in the early periods, 1890 to 1900—almost all the supervisory officials of to-day passed through that testing period. I don't know a chief clerk that didn't pass through it, either as an appointee of the civil service or before. The testing and training of that service-perfecting period has contributed more to the upkeep and the progress of the service than anything connected with the Railway Mail Service.

Senator MOSES. Wherein did they differ from what you get now?

Mr. FOSTER. The testing and training?

Senator MOSES. Yes.

Mr. FOSTER. Well, there is a little more complication in the testing and the like of that. We used to throw examinations oftener than we do now. The last time I threw an examination I threw it in 14 minutes, but I had to go over this and a lot of other things brought up by continuous examinations. When we used to throw an examination, it was strictly to learn distribution, and that was all there was to it. Our registry clerks have to compare records every six months. Many things have been added on there that makes the men somehow fear these examinations worse than they used to fear them.

Senator MOSES. But it produces a more efficient man, doesn't it? Isn't that the theory of it?

Mr. FOSTER. Well, I don't know.

Senator MOSES. I don't know either. I don't know a lot of the theories of the department. That is what I am trying to find out.

Mr FOSTER. Our examinations now are practically the same as the new men. The second year I came into the service I threw 12,000 cards. I absolutely prepared myself to go on. My examination now is practically the same as a new man that comes in. It doesn't take me as much time to learn them, because it is a repetition over and over again.

Another point about that testing. A man won't stand a testing for ability and efficiency if the inducement isn't sufficient to stand it for.

Senator MOSES. Well, would that apply to the men who had reached the highest grade and had nothing more to hope for in the service? Do you mean to say his incentive to produce a good result on his test would be gone because there was no higher grade into which he might advance?

Mr. FOSTER. I am speaking of the men now who are getting that training. We are already trained.

Senator MOSES. But if there was not sufficient inducement to the men now coming in and undergoing training, how about the man who had gone to the highest grade and had nothing to look forward to? Has his incentive gone?

Mr. FOSTER. The incentive is there to retain the grade. We are specialists and in a special calling and are getting on up in years. A man is not eligible to as many openings at 50 as at 21. I am more liable to hold on to that place now than I was at 21, so that men who have reached the maximum, not only in salary, but, you might say, in service, are not very liable to turn loose on account of pressure brought to bear in technical ways. Many of the boys think that the burden in the way of testing—a man's ability to withstand testing—depends considerably more on the inducement than on his test.

(Mr. Foster submitted the following brief:)

BRIEF SUBMITTED BY MR. JAMES M. FOSTER.

The Railway Postal Service was made efficient by the use of proper human material which was obtained by high competitive examination for the ability needed, and six months on probation for special ability, the inducement for which was a good salary and conditions, both working and general, favorable.

Thirty years ago the inducement was such that a young man able to stand the examination had to show special qualifications for the peculiar duties required in the Railway Mail Service to obtain permanent appointment. Many well-educated young men who received a probationary appointment failed of permanent appointment because of the lack of special ability. This condition prevailed during the perfecting of the Railway Mail Service.

Between 1890 and 1900 the Postal Service reached that high point of efficiency that was both satisfactory and miraculous to the public, drawing comments from writers—see *New Encyclopedia Britannica*—as follows: "The Postal Service is a vast human machine, in which all the working parts accurately fit. The Railway Postal Service of this country is one of the wonders of the age, growing and extending as the country has grown, and illustrating everywhere the marvelous celerity and accuracy to which human brains and hands may be trained." Postal clerks who were in the service during the early part of this period well remember how severe the test for special ability, both of those who entered by civil service examination and those who were in the service prior to the inauguration of the civil service in the Railway Mail Service. It was a time of severe testing for special ability and intensive training for service. Almost without exception the supervisory officials of to-day passed through this testing and training period as clerks.

The salaries of Railway Mail Service employees have not been advanced with the times; the world's many opportunities have out-bid the Government for the replenishing material needed and lowering of the civil service examination has resulted. Young

men no longer have to strive to obtain or retain a clerkship as was necessary when the service was in the perfecting stage in the nineties; in fact, the tables are turned—instead of the man seeking the job, the job is seeking a man, as indicated by the necessity of employing noncertified substitutes, and notices on local order books requesting that we call the attention of our friends to the civil service examination dates.

Assuming that the salary inducement of the period from 1890 to 1900 obtained no better material than was needed to produce the service desired, the greatest reason why our salaries have been inadequate during the handling of the second-class mail abuse problem is that we, as a whole, have not been able to give our children the college education that we were given by our parents; the Government being indirectly responsible has to this extent failed in its greatest function—that of maintaining and uplifting society.

The Government's responsibility is threefold: First, the obligation to those who are the backbone of the Postal Service who entered and specialized at a time when the salary was inducive for the times; second, satisfied condition absolutely necessary for cooperation (the old adage so oft repeated about a home applies, "When poverty and want enter at the door, peace and happiness fly out at the window"); and, third, the degree of fulfillment is the bid in the open market for the material needed to keep up the human machine.

Although the efficient management of the postal officials, past and present, has advanced the Postal Service (handicapped as they have been by the fight to eliminate the abuses of the second-class privilege), the termination of the rigid economy attending the fight, restoration of high competitive examinations for ability needed and salary inducements which would keep a good supply of such ability in waiting from which to select, would result in a postal efficiency yet unknown.

STATEMENT OF MR. NATHAN O. CATTERTON, TEXARKANA, TEX.

Mr. CATTERTON. I think the field has been pretty well covered, if not entirely. There are two things I want to mention concerning terminal R. P. O.'s. The first is the sanitary conditions.

It is, at least, the handiest place for all terminals R. P. O. to be located at the union stations where the mails are taken from the trains and immediately taken over to the R. P. O., but in many cases, these terminal rooms are located beneath the lower floor of the building and consequently artificial light has to be kept there all the day and the air is impure.

I want to state that this is not so in our terminal station. We have conditions in those respects as well as can be expected, although we have the train smoke continually, and the accumulated dust from the mails and streets is terrible. This could be diminished by proper cleaning. The toilet and dressing room is very bad.

Senator GAY. Where is your terminal station?

Mr. CATTERTON. Texarkana. I will say there, in answer to your question, that I am also representing the Houston terminal clerks. They have there about 20 clerks. We have on our pay roll from 50 to 80, varying with the heavy mails at the time of the year, and so far I am making this statement general, because the R. P. O.'s as a rule are not so fortunate as ours in Texarkana, yet ours is below par, and sanitary conditions, I know from my own observations, should be looked into, for it does not look reasonable that sweeping and dusting should go on while we are engaged in our several duties.

There is another thing I want to mention; that is with reference to promotion to vacancies. As Mr. Foster has just told you, gentlemen, it takes practically five years to make a good postal clerk, especially where he covers a large field—say four or five States. A postal clerk has to throw an examination of only one State. There are few of them nowadays who can become efficient sooner. I want to mention the fact that a man must be in the service two

years to be promoted at all. He will have his entrance salary 24 months after he begins, while alongside of him are working men and women doing their first day's work getting the same salary he is, yet he is becoming a fairly good worker and often performing distribution, local distribution and sometimes general distribution, while they are only dragging sacks and things of that kind. It seems to me things of that kind should command attention. I hear a great deal of comment along that line. Men who have been in the service two or three years are only getting the same salary as men who entered the day before. Women noncertified are getting the same as two or three year subs and there is little difference in their wages and ours, and no study on their part. They get the light work and every preference almost.

Mr. BELL. Would you suggest that he be given a promotion after one year's service?

Mr. CATTERTON. I think that would mean a great deal; promotion after one year. Further, I suggest that he also be permanently assigned or that the extra expenses entailed be paid by the Government.

Mr. BELL. It would encourage men to enter the service?

Mr. CATTERTON. Yes, sir; and give more contentment to those in the service; therefore better service. I hear so much complaint along this line that I thought it well to invite your attention to it.

Senator GAY. You have one more minute.

Mr. CATTERTON. I want to refer in that minute to my own individual case. I am a clerk with 11½ years' experience and I have a salary of \$1,300 per annum, plus the two increases given us in the last two years. That makes my salary \$1,650 a year.

Mr. BELL. How much?

Mr. CATTERTON. Sixteen hundred and fifty dollars; \$1,300, plus the two provisional measures, \$200 and \$150. I want to make this statement—I could not have remained in the service otherwise—I am going out to a farm and working hours there that hinder me in my duties in the Postal Service. But I must do it. I can not live on that salary. I have a wife and five children. I am trying to educate them and it means a great deal. I am trying to do my best in the service under the circumstances, but it is not the best I could do if I could turn my attention to the work and not go there physically tired to begin with. There are others who are not giving what they would like to in the way of service. I have a friend who has four children. His wife is having to do commercial work in order that they have a decent living. Why he can not even keep up his war insurance without her efforts and his special attention to outside matters. Furthermore, on the efficiency rating system, I believe every man should be given as liberal a chance as possible, and that persecution be eliminated. I have known many instances where the "whip was waved" over a man's head. It appears that individual records of clerks are juggled in order that a favorite may be placed beyond those to whom the place rightfully belongs, according to seniority and civil-service rules. Two clerks coming from the Army with splendid records; a clerk in charge of tours promotion was in order. Who got it? Somebody picked up by reinstatement, who was not as high a grade man, not surpassing them in mentality, and not married, yet as old or older. Such instances of which there

are hundreds as grave do not give a clerk the mental tone and inspiration for good service. Efficiency ratings should not be juggled, but impartiality and honesty applied.

(Mr. Catterton filed the following brief:)

BRIEF SUBMITTED BY MR. NATHAN O. CATTERTON.

By placing questionnaires in hands of each of the Texarkana terminal R. P. O. clerks. I have gleaned the following:

That \$2,400 per annum is the average need of these clerks for a 10 per cent saving, respectable living and education of their children.

That from 9 to 11 hours work is required to cover their 8 hours of service in the terminal R. P. O., and their study, scheme correction, schedule correction, official correspondence, etc.

That the distribution of many covers following five States: Texas, Oklahoma, Louisiana, Arkansas, and Missouri.

I find them very generally dissatisfied because their salary is inadequate to meet present-day demands.

1. Functions of the terminal and transfer service.

(a) First, distribution of parcel-post mails; second, distribution of circular mails; third, distribution of paper mails; fourth, advance distribution of R. P. O. mails.

(b) (1) Proper distribution and separation of incoming mails; (2) safeguarding mails while awaiting trains; (3) supervising the loading of outgoing mails; (4) advance distribution of R. P. O. mails; (5) protection of registered mails.

2. Primary object of terminal system. (Distribution of parcel post.) Subsequent expansion of the terminal service to cover other classes of mail.

(a) The primary object of the terminal R. P. O. was distribution of parcel post mail, general terminals not being established until after the establishing of parcel post as mails. It is essential that parcel post be handled in the terminal R. P. O. because of the space necessary for such distribution, owing to the bulky nature of parcel post mail. Furthermore, the number of separations necessary make it impracticable for the distribution of parcel post on R. P. O. trains, and there are a number of unexpected separations in parcel post mail, because it is a general State mail, and rarely stand pointed to lines.

(b) Terminals were further expanded to include the inferior classes of mails. Circulars were first incorporated. About the time of incorporation of circular mail in terminal R. P. O. distribution the terminal R. P. O.'s were reduced from class C to class A gradation, thereby giving mail that had heretofore been distributed by clerks of \$1,500 per annum salary to clerks of \$1,200 per annum salary.

Paper mail, other than daily paper, was introduced later—thus the distribution of this class of mail began here, to be performed by clerks of \$1,200 per annum salary instead of by clerks of \$1,500 per annum salary.

Under existing conditions, advance distribution of R. P. O. mails is performed in the terminal R. P. O.'s at lower salary than on the road. We distribute the following local mail: Siloam Springs and Texarkana trains 2 and 4, letters and papers; Shreveport and Houston, train 1, letters and papers; Texarkana and Port Arthur, train 3, letters and papers; Texarkana and Waco, train 1, No. 1, papers; Texarkana and Whitesboro, train 31, letters and papers; Little Rock and Fort Worth, train 6, letters.

3. Knowledge required in terminal work on account of distributional requirements. Study and examinations outside of the regular eight hours of employment in the terminal.

(a) Terminals are usually located at large centers, where distribution is complicated. Our distributional requirements make necessary a knowledge of Texas, Oklahoma, Arkansas, Louisiana, and a standpoint knowledge of Missouri. We must know, and distribute, two class C R. P. O. locals, viz: Texarkana and Waco R. P. O. and Little Rock and Fort Worth R. P. O., Arkansas, and four class B R. P. O. locals.

The quantity of mail received here (Texarkana terminal R. P. O.) makes necessary a greater number of separations than any road assignment. Circular mail requires a greater number of separations than any class of mail, as the smaller offices of the State are continually represented. It is therefore necessary to good service that a clerk have a ready knowledge of each office in the State he is distributing circular mail to lines.

(b) Terminal R. P. O. clerks are required to perform eight hours service per day, six days of each week. This 48 hours of work consists of distribution of mails and various terminal duties. Outside our 48 hours of terminal duties we are compelled to do a vast deal of study, that we may know and retain a knowledge necessary for distributing mails of four States. We are expected to make a grade of 98 per cent or

above on our territorial examinations. Two or more territorial examinations of from 700 to 1,100 offices are required annually. We must pass satisfactory examinations annually on postal laws and regulations, keep corrected our schedules, schemes, black book on postal laws and regulations, and take considerable time for official correspondence.

Our scope of distribution requires a knowledge of about 8,000 post offices, any one of which we must be able to make ready distribution of. Many of these offices are continually changing from one R. P. O. to another, thus adding to our regular territorial study. The change of schedule of one train makes change dispatch of an entire State, and this knowledge must be gained on our own time. At least one hour per day must be taken by experienced clerks for duties outside of those performed in the terminal R. P. O., by inexperienced clerks a much longer time.

4. Duties of terminal clerks which they are required to perform in R. P. O. cars.

(a) A broad and detailed scope of distribution is required of us, but terminal R. P. O.'s have a maximum classification of class B.

Terminal R. P. O.'s were originally classed according to the importance of distribution; this brought many of the higher grade of road men into terminal R. P. O. service, as it offered opportunity for them to be at home, but early in 1915 all terminal R. P. O.'s were given a class A classification.

(b) Our terminal R. P. O. clerks must maintain the official separations in R. P. O. cars for various lines and important offices. They must perform any advance distribution in R. P. O. cars that is required of them.

5. Importance of the terminal with other classes of service.

(a) The terminal R. P. O. is indispensable for distribution of parcel post mail, because of its bulky and fragile nature, and because of the numerous separations necessary owing to the general class of mail that characterizes parcel post. Much paper mail for line distribution is distributed in terminal R. P. O.'s.

Circular mail can be well handled in the terminal R. P. O., because of its general class of post offices represented, and its great but uncertain quantity.

6. Living conditions in the larger cities on account of the terminal service being located in such places. Salaries in terminal service and the class of service performed with that of road service.

(a) Terminal R. P. O.'s being located in larger cities compel us as clerks to pay the higher rentals and food prices common in large cities, and give us many exigencies that would not come our way in rural districts or villages. In the rural districts and villages, as is generally known, one has an opportunity of raising practically all his food products—such as gardens, chickens, etc., and can keep a cow and have his hogs—all of which is denied him in the larger cities.

Terminal R. P. O.'s have a general classification of class B, with a maximum salary for distributors of \$1,300 per annum, clerk in charge of tour of duty \$1,400 per annum.

While we perform all distribution of class C lines, we are not salaried accordingly. Class C R. P. O.'s are salaried as follows: Maximum salary for distribution clerks, \$1,500 per annum; maximum salary for clerks in charge, \$1,700 per annum.

Relief measures of Congress add \$300 to \$400 per annum, for this fiscal year, to the figures shown above.

MOTOR-VEHICLE SERVICE.

BRIEF FILED BY MR. H. E. MUENSCH, NASHVILLE, TENN.

The provision of a joint resolution which became a law November 8, 1919, providing additional compensation for certain employees in the Postal Service under the jurisdiction of the First Assistant Postmaster General, provided for retroactive pay from July 1, 1919, for clerks and carriers, but for employees of the motor-vehicle department, paid from a lump-sum appropriation, the increase was effective from the date of the passage of the bill only (Nov. 8, 1919).

There seems to be no logical reason why the employees of the motor-vehicle department should not have participated equally with the employees mentioned, the department's failure to make equal provisions is discrimination pure and simple, and your honorable commission is petitioned to use your good offices in correcting this injustice. Employees of this service found the proportional increase in living expenses the same as the favored employees, and the four months and seven days back pay just as necessary.

Average increase in the cost of living expenses in this city since the inauguration of this service in November, 1916: Food, 71 per cent; house rents, 35 per cent; clothing, 75 to 200 per cent; fuel, 48 per cent.

Increase in salaries in this department during the same period, 25 to 55 per cent.

Salaries and conditions effecting the employees of the Government-owned motor vehicle service at Nashville, Tenn.

Present.	Fixed salaries.	Emer-gency increase.	Emer-gency increase Nov. 8,, 1919.	Total.	Compensation deemed ade-quate to meet the present cost of living.
Mechanics:		Per cent.			
First grade.....	\$1,100.00	15	\$150.00	\$1,415.00	\$1,500.00-\$2,200.00
Second grade.....	1,200.00	15	150.00	1,530.00	1,500.00- 2,200.00
Third grade.....	1,260.00	15	150.00	1,599.00	1,500.00- 2,200.00
Fourth grade.....	1,320.00	15	150.00	1,668.00	1,500.00- 2,200.00
Fifth grade.....	1,400.00	15	125.00	1,735.00	1,500.00- 2,200.00
Chief mechanic.....	1,400.00	15	125.00	1,735.00	2,000.00- 2,500.00
Chauffeurs:					
First grade.....	960.00	15	200.00	1,304.00	1,500.00- 2,000.00
Second grade.....	1,040.00	15	200.00	1,396.00	1,500.00- 2,000.00
Third grade.....	1,120.00	15	150.00	1,438.00	1,500.00- 2,000.00
Fourth grade.....	1,200.00	15	150.00	1,530.00	1,500.00- 2,000.00
Fifth grade.....	1,240.00	15	150.00	1,576.00	1,500.00- 2,000.00
Garagemen:					
First grade.....	880.00	15	200.00	1,212.00	1,300.00- 1,500.00
Second grade.....	920.00	15	200.00	1,258.00	1,300.00- 1,500.00
Third grade.....	960.00	15	200.00	1,304.00	1,300.00- 1,500.00
Fourth grade.....	1,000.00	15	200.00	1,350.00	1,300.00- 1,500.00
Fifth grade.....	1,040.00	15	200.00	1,396.00	1,300.00- 1,500.00
Substitutes:					
Mechanics, per hour.....	.50	.....	.10	.60	.75
Chauffeurs, per hour.....	.40	.....	.20	.60	.60
Garagemen, per hour.....	.40	.....	.20	.50	.60

On account of heavy mail trains arriving and departing between 6 p. m. and 6 a. m. practically 50 per cent of time put in by chauffeurs should be considered as night work, or between the hours of 6 p. m. and 6 a. m.

Number of men employed since November 1, 1918, 88.
Number of men required to operate service not including collectors and parcel post deliverymen taken from carriers register, 21. Labor turnover, 419 per cent.

Resignations since Nov. 1, 1916.....	58
Removed from service for failure to report for duty after accepting appointment.....	8
Removed from service for misconduct.....	1
Present working force.....	21

Total..... 88
Resignations, 151.8 per cent. Declinations from eligibles, 65 per cent.

Senator GAY. Gentlemen, this concludes the hearings for Memphis. We are very glad indeed to have had this opportunity to be here with you and thank you for the testimony you have given us to-day.
(Whereupon at 5.30 p. m. the commission adjourned.)

POSTAL SALARIES

HEARINGS

BEFORE THE

JOINT COMMISSION ON POSTAL SALARIES CONGRESS OF THE UNITED STATES

SIXTY-SIXTH CONGRESS

SECOND SESSION

FOR

GENERAL EMPLOYEES OF THE POSTAL SERVICE

HELD AT

KANSAS CITY, MO.

JANUARY 7 AND 8, 1920

Volume 1

Part 10



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WASHINGTON
GOVERNMENT PRINTING OFFICE
1920

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MARTIN B. MADDEN, Illinois.

CECIL A. BEASLEY, *Secretary.*

ISHAM P. BYROM, *Assistant Secretary.*

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POSTAL SALARIES.

WEDNESDAY, JANUARY 7, 1920.

JOINT COMMISSION ON POSTAL SALARIES,
Kansas City, Mo.

The commission met at 2.30 o'clock p. m. at the Baltimore Hotel, Hon. Thomas M. Bell presiding.

Mr. BELL. Ladies and gentlemen, this is a great occasion. For the first time in the history of the United States Congress, so far as I am advised, a commission has been appointed to investigate salary conditions of postmasters and postal employees throughout this country.

This commission in the beginning determined—and wisely so, I think—that we should go into the field and hear directly from the employees themselves. You are aware, no doubt, of the fact that no one except those directly concerned have been invited to appear before this commission. This commission would not allow a paid representative or a paid attorney to appear in your interest. I feel that this is right; I know it is right, and I believe that you appreciate it, too.

You will note that this commission has dwindled down to one member and I am the whole show [laughter and applause]. There are good and valid reasons for this.

I am from Georgia, and proud of it, too [applause]. I am reminded of an incident which occurred in my home city a number of years ago. In the city where I live there was an Irishman named Skip Garrison. Skip was his worst enemy. In fact I think he was his only enemy. When he was sober everybody loved Skip; when he was drunk nobody hated him. He was a tanner by trade, and made considerable money even in those days, which he spent freely and usually for something to drink. Skip would get on periodical sprees, stay drunk for a month or two, then sober up and go to work. His friends were interested in trying to get him to quit the drink habit, and on one occasion, when he was very full and sound asleep, some of them carried him out to a near-by cemetery. This was about 3 or 4 o'clock in the morning. They laid Skip down in the cemetery without awakening him, and got off to one side to see what he would do when he did awake. About sunrise Skip woke up. He rubbed his eyes and stretched himself, looked around and saw all those white tombstones—marble slabs all around him—and said, "Its judgment day, and I'm the first man up; hurrah for Georgia." [Laughter and applause.] I always feel like hurrahing for Georgia.

I am delighted with Kansas City. This is my second trip to this wonderful town. I was here about four or five years ago, and in that lapse of time it does not seem like the Kansas City of that day. I

have never seen so much improvement in a city in my life as there has been in this city in those few years.

This commission, as I say, was authorized by Congress, ten in number—five from the House and five from the Senate. We had up to and including the Memphis meeting four or five members present. Senator Sterling had important business in Washington and left us at Atlanta. Senator Moses left us at Memphis. Senator Gay, on account of illness in his immediate family, had to leave us at Memphis. Mr. Steenerson, who is the chairman of the House Committee on Post Offices and Post Roads, was called to Washington by the majority leader to take up the appropriation bill Friday. We expected Mr. Rouse of Kentucky to be here, but his little boy is sick with pneumonia. I am sorry Mr. Rouse did not come, or could not come, as he is the only really handsome man on the commission.

We all exceedingly regret that Senator Bankhead, the chairman of the commission, could not be here. He, in my judgment, is one of the most lovable characters that I have ever known in my life. [Applause.] I wish you all knew him personally, which no doubt a great many of you do. He is a great man; great because he is good, because no man can be truly great without being good. [Applause.] He is as true and as loyal a man as there is in the United States of America to-day. He is the standard bearer of my faith in the innate nobility of mankind. We regret exceedingly that he could not be with us, but as you know, the Senator is not a young man and these trips are too much for him. But remember, gentlemen, that you have a staunch friend in him. [Applause.]

And last but not least is the secretary to this commission. I am sure that more of you know him personally than you do any member of the commission. [Applause.] I do not know of a man more widely known or better loved among the postal employees than Mr. Beasley; and when this commission shall have rendered its report—and we have a stupendous job before us—he will be entitled to more credit for what is done than the commission itself. [Applause.]

Our work has just begun. We have been having a good time—the commission, I mean—visiting around over the United States; but, as I say, our real work has just begun, and from this time forward there is a great deal of work to be accomplished.

I am glad to meet the postmasters and the postal employees of this section of the country. I believe they are as loyal a class of people as there are in the United States of America [applause]. My observation and experience teaches me that they are as intelligent people as can be found anywhere. Greatest of all, they are working people—and every man born in this world should work, regardless of what he may be worth, regardless of his condition in life. I believe that any man will become stale if he does not work. It is no disgrace to be a working man; it is no disgrace to be a laboring man. The Savior forever dignified honest labor when He worked at the carpenter's bench; the Savior forever dignified honest labor when He said: "Man shall gain his living by the sweat of his face;" the Savior forever dignified honest labor when He said, "The laborer is worthy of his hire," and upon such men depend a nation's honor and a nation's glory [applause]. I am a laboring man. I have been so all my life and I am as proud of it as anybody could be of his profession. I love

the laboring man. I love him for his deeds of valor; I love him for the hardships he bears. Were I sculptor I would chisel in beautiful round letters upon every laboring man's tomb the words, "Well done;" were I an artist I would paint Jacob's Ladder reaching to heaven with a laboring man safely climbing into his eternal resting place; were I a voice, an immortal voice, I would fly through the air to the homes of laboring men and relieve every aching heart; were I Samson I would break the barriers between poverty and riches and relieve the embarrassment of every laboring man that lives on American soil [applause].

Now the meeting will please come to order. I would like to state to the speakers—you probably all know this but I would like to call your attention to it—that you have been allotted a certain amount of time. We hope that you will be able to get through with your statements within the time allotted, for the reason that we want to hear from all the branches of the service. There are men here that have come a long distance and we want to give everybody, and especially those who have made these long trips, an opportunity to appear before the commission.

The first on the program is that of clerks, and the first man to appear is Mr. A. J. Creason, of Kansas City.

CLERKS IN FIRST AND SECOND CLASS POST OFFICES.

STATEMENT OF MR. A. J. CREASON, KANSAS CITY, MO.

Mr. CREASON. Mr. Commissioner and gentlemen in behalf of the clerks of the Kansas City office I want to say that we know of no finer expression of the attitude of the post office clerks than that given by the President in his recent message to Congress when he stated that the right of labor to live in peace and comfort must be recognized by governments, and America should be the first to lay the foundation stones upon which industrial peace shall be built. The phrase, in my estimation, shows a studious regard for the men who turn the wheels of industry, and seems to oppose the position of the Postmaster General, who, by his failure to recognize the post office employees of this country as a body of men, and to treat with them as such, to their mutual advantage, has, we believe, deprived himself of that fine spirit of cooperation without which real efficiency can not exist.

The question that I want to take up first is one of the establishment of some sort of appeal board to which all matters relating to working conditions throughout the country may be referred, and I believe that on such a board should be an equitable number of men selected by the employees, in their own manner. This would give us some appeal from the decisions of officials when we believe we are in the right. We refer again to the President's address in this connection. He says in part:

Congress * * * must now help in the difficult task of finding a method that will bring about a genuine democratization of industry, based upon the full recognition of the right of those who work, in whatever capacity, to participate some organic way in every decision which directly affects their welfare.

We believe that the establishment of such a board would insure a much closer cooperation between the department and the employees.

The question of living expenses, of course, is one that we know this commission has been fed full of, and we shall devote very little time to it, merely saying that when the present salary law was enacted eggs could be bought for 30 cents a dozen; they have been quoted on a local market within the last week at \$1. Milk could be purchased at that time for 6 cents a quart; it is now 18 cents. This morning's paper carried a dispatch that the president of the Travelling Shoe Salesmen in addressing their national convention yesterday in Rochester told that body that he expected an increase of 50 per cent in the price of shoes before next summer. We will not burden you further with matters of that sort. I wish to say, however, that in the meantime, while those living costs have advanced that much, our salaries have increased only 25 per cent. Dun's Mercantile Agency informs us that the general cost of living has increased 131 per cent. We know of no more reliable source of information.

Mr. Moffatt, manager of the Standard Oil Co.'s Sugar Creek refinery, informs me that in the period since 1914 their common labor has been increased 138 per cent. This statement was given to me about September, however, and I understand that they have since had a further increase.

We think that an entrance salary of \$1,800 with an annual promotion of \$300 until \$2,400 maximum is reached, with the special clerks' grade at \$2,600 as a mandatory reward for two or three years of satisfactory service in the maximum grade would be about right, provided there is no further increase in the cost of necessities.

To grant to the 44,681 clerks and 35,024 carriers in the service the increase which we have just asked would, we estimate, require something like \$80,000,000 per annum. Of course the question of raising this revenue is one with which we are evidently not concerned. I wish to call attention, however, to the fact that the Postmaster General states that on one class of mail in the year 1919 the loss of \$67,000,000. The number of pieces of mail handled in the local office in the calendar year 1918 was, in round numbers, 430,000,000; in 1919, 508,000,000, an increase of a fraction over 78,000,000, or about 18 per cent. The increase in the number of clerks on September 30, 1919, over the number on the pay rolls September 30, 1918, was 18, or 3.8 per cent, about. We think that the difference in the amount of mail handled there is accounted for by the amount of overtime which was worked.

During the calendar year 1919 the overtime paid in this office to clerks amounted to \$49,200.14; and in 1918, \$28,399.51, or an increase of \$20,800.63, or 73 per cent. If we allow that 23 per cent of this was covered by the increase in salary, which we do not believe is the case, we would still have worked 50 per cent more overtime in 1919 than in 1918. This is particularly unsatisfactory because we contend that the rate of pay for overtime is smaller than for our regular time. We base that contention on the fact that the law permits 52 Sundays, 7 holidays, and 15 days' vacation to be taken out of the 365 days in the year, leaving an aggregate of 291 days, but we are paid for overtime as though the law required us to work eight hours a day 365 days in the year. We contend that it is simply a reduction of 20 per cent—approximately 20 per cent—and we further contend that not only does overtime practically reduce the clerk in

grade but that it overtaxes him physically and mentally and decreases his capacity and throws an added burden on his fellows.

The time off in a 31-day month, to put this matter in another light, aggregates 6.4 days, leaving approximately 196 hours actual work to be performed in the ordinary 31-day month, for which a clerk receiving \$1,500 would be paid \$125, but a clerk at that same salary working 196 hours in a 31-day month—196 hours overtime—would receive only a fraction over \$100.

To put it in still another light, in a 31-day month the man is allowed 6.4 days off for the performance of 196 hours actual work; if he worked 196 hours overtime in a month he would receive no time off.

One clerk in this office reports that in the fiscal year ended June 30, 1919, he worked 922 hours overtime, for which he was paid 115.24 days. We contend that had he been paid in accordance with the spirit of the law, in accordance with the spirit of Congress when they made that law, he would have received 115.24 days' pay and would have been granted time off to the extent of 23 days. Then he would have been paid at the same rate.

The average overtime rate now is 49.5 cents an hour. Under the law existing now the average maximum clerk is receiving \$1,650. His overtime pay, based on the 365-day computation, is 55 cents, approximately. Now we have the incongruous spectacle of a man, 20 years perhaps in the service, working overtime for 55 cents an hour, and possibly 6 feet away a green sub or temporary man, who has possibly never even taken the civil service examination, setting up mail for 60 cents an hour. Or a man may have been made a special clerk as a reward for unusually meritorious service, or for mastering certain schemes by burning the midnight oil at the expense of his own physical and mental well being, and is being paid \$1,750 a year, in which case he will receive for his overtime only 1 cent less per hour than the green sub. Gentlemen, that is a matter that merits your attention. The remedy is time and a half for overtime.

Another question of extreme importance is the one of night work. We have in the division of mail at this office approximately 300 men.

These figures were compiled some little time ago. Now, only 37.5 per cent, or 113 of those men finish their tours of duty between 7 a. m. and 6 p. m.; 63 per cent, or 187 of those men, did some or all of their tour of duty between 6 p. m. and 7 a. m.; 140 worked later than 10 o'clock at night; and 70 worked until midnight or later. Thirty-four of them start work before 7 o'clock in the morning, 11 of them at 4. A more disagreeable time is hard to imagine. We realize that a certain amount of night work is necessary in post offices, but we believe that more is done at night than is actually necessary, and we believe that the only way to correct that evil is the institution of a time differential which would give, say, the same credit for 45 minutes of work done between the hours of 6 p. m and 7 a. m as it does for one hour performed during any other part of the day.

Mr. BELL. That would require more clerks, would it, in your office?

Mr. CREASON. Yes, sir; I think so.

Mr. BELL. What per cent?

Mr. CREASON. Mr. Commissioner, my opinion is that it would not require near the increase in force that one might imagine, on account of the fact that a certain amount of that work would be held until

daytime to be done. I doubt if it would increase the force very much. I should not think more than 5 per cent at the very outside.

The next matter on which I wish to touch is the question of retirement. By the way, reverting to the question of night work I merely want to say that we have in this office a number of men who have been in the service from 15 to 20 years and are still working nights. We have one man in the service who has been here 35 years and is working nights. That is all right, but we contend that if that man is to suffer the disadvantages of the service for that long a time he should have some advantage to recompense him in some manner.

On the question of retirement, we have several clerks and several carriers, for that matter, in this office, who have been up to, and over, 40 years in the service. Some of those men are actually not physically able to do the work they are required to do. We think that unless some method of taking care of those men can be found, unless they can be given preference in assignments, or unless their work can be made easier for them in some way, it is going to mean that they are going to have to get out of the service just that much sooner, and they are not able to take care of themselves in any other way. The only thing that we can see at all in the future for them is some method of retirement whereby they will be given credit for the number of years' faithful service that they have given to this Government.

Mr. BELL. Have you any suggestions along those lines for legislation with reference to retirement?

Mr. CREASON. No, sir. There is a bill before Congress at the present time, however, that I believe most of our people like. I believe that its passage would be very pleasing to the greater part of the clerks.

I want to refer again to the question of overtime. I just want to remark that building laborers in this town are paid 57.5 cents an hour; their overtime is computed as double time, thereby giving them \$1.15 an hour for their overtime. That commercial house which has the reputation of paying the smallest salaries in Kansas City, Mo., pays time and a half for overtime, and they have girls working there who have worked there less than two years and those girls are paid more cents per hour for their overtime than men who have worked 15 to 20 years in the post office.

Mr. Creason submitted the following brief for the clerks of the Kansas City office:

BRIEF SUBMITTED BY MR. A. J. CREASON.

We assume that no question exists as to the need of an upward readjustment of salaries in the Postal Service. The question regards only the amount, and on your answer rests the future of many men and their families; but what probably will be of more interest to the country at large is the effect of your decision on the service of the Post Office Department. In order for business and social life to run smoothly, it is necessary for the post office to function normally, and this requires skilled and capable employees. It follows that the inducements offered men to enter, and remain in the service, must be at least as great as the inducements offered in other lines, else the best men can not be secured.

These inducements really should be greater than in other lines for the reason that after a man has spent a certain number of years in the post office he has no choice but to remain, because he can not, in normal times, secure other employment. If he tries he is usually told that his training in the post office unfits him for other work and that, if he were ambitious, he would never have entered the Postal Service. Yet, when we consider that a post office clerk must devote as much time to scheme study

(without pay) as would be necessary to keep up in a lucrative profession, and must at all times be master of from ten to twenty thousand facts, of an ever-changing nature, in connection with his duties, it will be seen readily that the position is no sinecure, and can not be filled by anyone not fitted for a more remunerative class of work.

That the compensation for this work has not kept pace with other lines is evidenced by the number of resignations, and the statements of responsible business men, as well as the difficulty of securing men to fill vacancies.

From July 1, 1918, to August 31, 1919, 85 clerks (18 per cent of the entire force of this office on the first-mentioned date) resigned. Nineteen of these men had been in service from 5 to 14 years, and were receiving the maximum salary, which represents an increase of only 25 per cent (in the form of a bonus) over 1914, during which period the cost of commodities has advanced nearly 100 per cent.

We requested a number of firms to give us statements showing their increase in salaries over 1914, for the same lines of work, and not including promotions, and are listed below a few of the figures given, and which seem to be fairly representative of the general run of increases paid in this city:

- Increase over 1914:
- Montgomery Ward & Co., from 80 to 82½ per cent.
- The Crane Co., approximately 60 per cent.
- Kansas City Bolt & Nut Co., approximately 70 per cent.
- The Long-Bell Lumber Co., from 56 to 67 per cent.
- Standard Oil Co. (Sugar Creek Refinery), from 100 to 138 per cent.

Although unable to secure an authentic statement to that effect, we know that messenger boys for a telegraph company here are averaging close to \$175 per month. The local manager of a national concern asked one of our committee what the maximum salary of a post office clerk was, and on being told, laughed and said: "Why, my janitors make nearly \$2,000 per year."

A recent report of the Department of Labor showed that from 1913 to 1918 the following increases had been granted:

Industry.	Number of persons affected.	Increase.
		<i>Per cent.</i>
Boot and shoe.....	206,088	47
Cotton goods workers.....	393,404	79
Woolen and worsted workers.....	163,976	93
Total.....	763,468	.....
Average increase.....		73
The same report showed the following results from 1913 to 1919:		
Hosiery and underwear.....	150,520	84
Lumber and planing mills.....	618,613	77
Cigarmakers.....	178,872	62
Men's clothing.....	225,719	71
Silk mills.....	108,170	91
Steel plants.....	278,072	121
Total.....	1,559,966	.....
Average increase.....		84

The cost of necessities, of course, is the basis of the wage question, although the "living wage" is a fallacy, and the idea of paying an employee just enough to furnish the necessities of life, smacks of peonage and ill becomes any American institution, be it public or private. The eleemosynary institutions of the nation are filled to overflowing now as a result of this practice.

On the rise in costs we will merely say that the Fred Harvey Co. informs us that their records show that from June, 1916 to the same date this year, the wholesale cost of all products used by them in their hotel and dining car service advanced just 74.1 per cent. If the figures had dated back to 1914, when prices really began to soar, the increase, no doubt, would have been much greater. Our committee found that clothing prices had advanced about 110 per cent, and the general living cost about 92 per cent. Dun's for this fiscal year states that the increase in cost of commodities this year over 1913 is 131 per cent. The recent report of the Postmaster General states that the average salary of clerks has advanced from \$1,052.97 in 1913, to \$1,318.03 in the present year; an increase of only 25 per cent, still leaving a gap of 106 per cent between the increases as between salary and expense.

We present here a résumé of a survey of conditions among the clerks in this office:

Number of clerks included (chosen at random).....	122
Number of unmarried clerks included.....	20
Average length of service.....years..	10
Average family.....	3.4
Salaries, from \$1,000 to \$1,800, average.....	\$1,393.00
Average annual expense.....	\$1,280.27
Balance.....	\$112.73
Average annual expense:	
Rent.....	\$290.00
Fuel.....	73.24
Food.....	617.25
Clothing.....	180.46
Medical attention.....	68.06
Amusements.....	51.16
Total.....	1,280.27

That this estimate is conservative must be admitted when the number of girls and unmarried men included is considered, and when it is compared with a recent report of the Department of Labor, which stated that in 79 cities it was found that the average expense of families having incomes of from \$1,200 to \$1,500 was \$27 more than ours, despite the fact that our survey included families with incomes up to \$1,800, yet our estimate, though leaving only the narrow margin of \$112.73 between salary and necessary expense, makes no provision for taxes, insurance, music, literature, education, or any of the other incidental expenses to which every family is subject, but which defy enumeration here, and above all makes no provision for saving, for which any salary should provide.

One consequence of this has been that some of our clerks, having no income aside from this employment, have found it necessary to keep their children out of school in order that they might go to work and provide much needed assistance, because the expense was actually more than the salary.

One clerk in this office (a foreman, drawing \$1,800 per annum), whose veracity is above question, states that although he had no sickness or other unusual expense during the last fiscal year, the actual and necessary expense of his family of five exceeded his salary more than \$300.

An estimate recently made for the Department of Labor by an official of that department, and appearing in the press, indicated that to support a family of four according to a reasonable standard required more than \$2,200 per year.

In order to show, as a result of the above-mentioned conditions, that we are actually becoming discredited, at least in some circles, we submit the following copy of an affidavit which speaks for itself:

SEPTEMBER 8, 1919.

I, Harry V. Clyborne, am a patron of one of the national banks of this city, maintaining a small checking account there. Upon one or two occasions I have secured loans from this bank upon personal security. Recently, being in need of a small amount of money, I went to the cashier of this bank and asked for a loan of \$100 for a period of 90 days. He asked me what my business was, and when I told him I was a post-office clerk he told me he was sorry, but they were not making loans to post-office clerks, because they have not had an increase in salary commensurate with the increased cost of living, and too many of them are borrowing to bridge the gap.

HARRY V. CLYBORNE.

Subscribed and sworn to before me this 8th day of September, 1919.

GUY W. LODWICK,
Notary Public.

[SEAL.]

My commission expires August 13, 1922.

The original of above is held for submission upon request.

Returning to the effect of low wages on the service, we wrote each of the ex-clerks mentioned as having resigned, asking them to tell us why they resigned. Without exception insufficient salary and, in most cases, excessive night work and overtime were given as causes, many adding statements regarding their present positions showing increases over their post-office salaries of from 40 to 100 per cent. We will incorporate here copies of two of the letters received in answer to our above-mentioned inquiry:

KANSAS CITY, Mo., September 9, 1919.

Mr. A. J. CREASON, *City.*

DEAR SIR: In answer to your request of the 4th instant asking my reasons for leaving the Postal Service, I trust the following reasons will cover your inquiry and, from reasons advanced to me by former fellow clerks, also cover the reason why so many have left and are leaving:

First. Salary. Increases do not keep pace with the cost of living.

Second. No future. Nothing to look forward to, as salary is inadequate to allow one to both exist and provide for the future.

Third. I refused a political job when I entered the service and later found that to advance one must have political backing, and I did not care to enter politics.

Fourth. Night work, most of which is unnecessary, causing me to begin wearing glasses by impairing my sight, provides the fourth reason.

Fifth. My fifth reason for leaving is partially covered by the first reason. Anyone who has brains can, by applying himself to an outside position, devoting one-half the time to study, as is necessary to master a scheme, make as much more, often more to start with, than is paid in the Postal Service after 6 to 20 years' service, not to say anything about daylight hours, no Sunday work, no holiday work.

Yours, very truly,

F. A. HULSHIZER,
*Manager Parts Department, Vesper Motors Co.,
Nineteenth and Campbell, City.*

KANSAS CITY, Mo., June 24, 1919.

Mr. JOHN R. RAMEY,

Kansas City, Mo.

DEAR SIR: In reply to your inquiry as to why I left the post office service, will say that the reasons are numerous. To begin with, will say that my assignment in the division of mails, 2 p. m. to 10.30 p. m. had all the ear-marks of a lifetime assignment.

Due to the fact that I am married and have four children, I was very anxious to have my evenings at home in order that I might be able to assist my wife in their control during the most trying part of the day.

I finally went outside to investigate conditions and my third application landed me a position with day work, better working conditions, more personal consideration and an even \$100 per year more to begin with than I was getting in the post office, including the \$200 temporary relief pay granted on account of present extreme high cost of living.

I have been out of the service about 11 months and am now getting \$250 per year more than I would be if still in the service, and we must still remember the \$200 temporary pay so in case we should fail of confirming legislation, and the prewar rate should return, I would receive \$450 per year less in the post office after years as a substitute and grade clerk than I am receiving in a new line of work with less than one year of experience.

In addition will say that I am in a permanent line of work and no part of my salary is on a temporary basis.

With best regards to the boys on the old job, will close.

T. R. CHAPMAN,
4534 Terrace, Kansas City, Mo.

We regret that the necessity for brevity will not permit us to present more of these letters, as they are extremely valuable in presenting conditions from the viewpoint of the man who has had to contend with them, but who is now in a position to speak the truth without fear of consequence.

Regarding the difficulty of recruiting the service, we find that from November, 1917, to September, 1919, eleven clerk-carrier examinations were held here (a few years ago examinations were held only annually and often biennially), which goes far to prove that the inducements are not alluring. Of the 869 people who took these examinations, we may safely suppose that 70 per cent, or 608 people passed. As more than 160 of those examined were women, we are certain that more than 75 per cent of the applications were for clerkships, and this would have placed on the eligible list no less than 456 persons. Some idea of the number of these who declined appointment, or who worked only a short time may be had, when we consider that the office was forced, in order to maintain even a semblance of service, to employ, up to September 1, 1919, 375 temporary clerks who took no examination

and had not qualified for civil service. Of these, several worked only a few hours, 57 less than 30 days, and 108 were still in service on the last mentioned date.

Additional light on the question of service is given by a glance at the amount of over time worked by older employees, 48 clerks in this office during the fiscal year ending June 30, 1919, having worked an aggregate of \$16,020 hours overtime, an average of 334 hours per man. Some of this was volunteered, because, the men said, it was necessary for them to add to their incomes to provide for their families. Probably the most regrettable feature, as well as the prime cause of excessive overtime, is the fact, that the rate of pay for such service is lower than for regular time. All doubt on this subject may be dispelled by an examination of the law, which provides time off as follows: Sundays and holidays (or compensatory time therefor) and 15 days' annual vacation. These exceptions aggregate 74 days or a fraction over 20 per cent of the year, but for overtime we are paid as though the law required us to work eight hours per day, 365 days per year.

As an example: One man worked 922 hours' overtime for which he was paid 115½ days. We think that, had he been paid in accordance with the spirit of the law (in other words, had his pay been computed on a basis of 291 days' actual work per year) he should have received pay for 115½ days and given 23 days off. As it is, we think the man simply donated 184 hours. In order to further illustrate this inconsistency, the time off permitted by law aggregated 6.4 days in a 31-day month, thus the actual work required is a fraction under 25 days, or 196.8 hours, for which a clerk receiving the maximum salary would be paid \$125; whereas, at the present rate of overtime pay he would receive for the same number of hours overtime in a 31-day month \$100.47. This might account, in some degree, for the fact that the department was able to show a surplus of \$19,626,774.08 in one year, as well as for their seeming tendency to encourage overtime. It is estimated from the last report of the Postmaster General that if each of the 44,681 clerks in the Postal Service was worked overtime one hour each day the resultant saving to the department would aggregate \$5,129.38 per day or \$1,492,649.58 per annum.

A few years ago when we were asking for an eight-hour day, we contended that eight hours was enough for a man to work, and we still feel the same way. Overtime not only (in practice) reduces a clerk in grade, but also reduces his mental and physical capacity for work, bringing about a corresponding reduction in his efficiency and throwing an added burden on his fellows. When a man has done eight hours' work before a distributing case he is thoroughly tired and needs, as well as wants, rest. The reports of our sick benefit association show that the principal claims have been made by men who volunteered to work overtime. We are the only people, of whom we can hear, who do not receive added pay for overtime. The commercial house which has the reputation of paying the lowest wage in Kansas City, Mo., pays time and one-half for overtime, and girls who have worked there for less than two years are paid more for overtime than a man who has worked in the post office for 20 years; and we are working for the richest Government on earth. The Industrial Council, recently assembled by the President, is reported to have decided that in no case should less than time and one-quarter be paid for overtime. More than 90 per cent of the employees in other lines receive time and one-half, at least, for overtime, and many of them are paid double. Time and one-half for overtime as at present computed, would result in our receiving, actually, only about 20 per cent more than our present pay, properly computed.

This matter is in sore need of adjustment and we ask to be paid as much as time and one-half for our overtime, not because we want the money, but because we think such legislation is the only remedy for the overtime evil. We also condemn the practice of giving overtime pay in lieu of compensatory time for Sunday and holiday work, and ask that it be prohibited.

But insufficient salary and overtime are not the only causes for good men leaving the service. Excessive night work, much of which is totally unnecessary, is given as a cause by nearly all of the ex-clerks with whom we have communicated. Night work is one of the most unpleasant features of post-office work, and the evil effect of the constant use of artificial light is hard to overestimate. We find that of 300 clerks in the division of mails at this office, only 113, or 37 per cent finish their tours of duty between 7 a. m. and 6 p. m., and 187, or 63 per cent, perform all or part of their tours between 6 p. m. and 7 a. m., 140 of these working later than 10 p. m. and 70 until midnight or later. Thirty-four begin before 7 a. m., 11 of these at 4 a. m. A more unpleasant time to begin a day's work is hard to imagine, as one must rise not later than 3 a. m. (which for the last two summers has meant 2 a. m. sun time) and in order to get sufficient sleep must retire before 7 p. m. regardless of the fact that in summer the heat will not permit one to sleep before 9 or 10 p. m. and we may safely assume that, during these months, these men never have had the rest their minds and bodies required.

Of the 300 men mentioned above, 125 have tours of duty which prevent their attending a show, either in the afternoon or evening, and 78 of them have runs which actually make it difficult for them to see their children, provided they are attending school, more often than twice a week. That this condition is deplorable, no one will deny. Nor do we deny that a certain amount of night work is necessary, but we do contend that a large portion of the work now done at night could be done better in daylight. As an example: We do not believe that circular letters, 99 per cent of which is advertising matter, are so important that men should be deprived of their needed rest, the society of their wives and children, and their chances for social intercourse, amusement, and recreation, in order that this matter may be worked at night. Certain kinds of second-class matter, such as weekly papers and weekly and monthly magazines, a great part of which is advertising, also could be advantageously worked exclusively by daylight. There are men in this office who have been working nights from 15 to 20 years, and one man has been in the service 35 years, and still is working nights, despite the fact that his record is an enviable one and he has never been reprimanded during his service. This man, however, has probably been discriminated against because he is a negro, but the case serves to illustrate the possibilities of the present system and we must ask Congress for remedial legislation.

We believe the most effective remedy would be a law embodying a time differential, as for instance, making 45 minutes of work performed between 6 p. m. and 7 a. m. equal to one hour performed at any other time. We also believe that some consideration should be shown us in the matter of scheme study, a great deal of which is necessary in order to keep up with the rapid changes in the schemes of distribution. Our average clerk devotes from two to four hours of his own time each week to this work, and is not even permitted to copy or correct schemes on his post office time.

In summing up, we find that the service is much impaired by the resignation of clerks on account of unjust and unfavorable working conditions, and insufficient salaries, and that because of these same conditions and salaries the department is unable to induce good men to enter the service.

It is evident that something must be done to relieve this situation, not only because of the effect on the service, but in justice to a class of men who have rendered loyal service during a time when strikes and threats of strikes were being resorted to by many other classes of workers, in order to secure relief from a situation in which none suffered more than your petitioners, as shown by these figures showing wage comparisons made at this point:

	Per hour.	For over-time.
Steam fitters.....	\$1.00	\$2.00
Plumbers.....	1.00	2.00
Plasterers.....	1.00	2.00
Hanging inners.....	1.00	2.00
Bricklayers.....	1.00	2.00
Laborers (lowest).....	.57½	1.15
Post-office clerks.....	.64	.50½

In all except the last-mentioned line of work, all work done between the hours of 5 p. m. and 8 a. m. is computed as overtime.

Figures on railroad men are difficult to get, but the best information obtainable assures us that the average trainman makes about \$2,400 per year.

We believe that a post-office employee is entitled, as much as any one, not only to the necessities of life, but to some of its good things as well, and that in return for loyal service this Government should, instead of lagging behind other employers, lead the way in enabling its employees to enjoy those things, to which every man who renders honest service to society is entitled.

We believe that the accompanying estimate represents a conservative idea of what a loyal servant should justly receive:

Estimated yearly expense.

Rent, or home payments, including interest and taxes.....	\$360
Food, including an occasional visit from friends.....	900
Clothing, sufficiently good and comfortable.....	350
Fuel, including gas, water, electricity, coal and ice.....	120

Incidentals, including medical attention, insurance, lodge dues, donations to charity, music, literature, and the countless other things which come under this head.....	120
Education for his children, including music.....	125
Recreation, one movie a week the year round, one theater a week for 40 weeks, and something for a vacation.....	175
Savings; he is entitled to put away against unseen needs and the time when he is unable to work, not less than.....	300
	<hr/> 2,450

These figures are based on a family of four, and are, we believe, conservative. It seems, beyond dispute, that in order to care for a family properly and according to the American standard, a man must have at least \$2,400 per year, if he is to save anything.

As hereinbefore shown, many tradesmen receive double pay for overtime; nearly every one time and one-half at least. This matter merits your attention, as it is one of the greatest needs.

Also, as is shown in a foregoing comparison, most tradesmen compute all time worked between 5 p. m. and 8 a. m. as overtime, thereby creating a time differential. We ask that 45 minutes of work performed between 6 p. m. and 7 a. m. be made equal to one hour performed at any other time. This will go far toward relieving one of the most objectionable features of post-office work, and will help to keep in the service many men who will otherwise leave (as so many others have done) as soon as they enter the service and learn that they are facing from 10 to 15 years of night work.

There are many conditions in the Postal Service which should be remedied, but the three to which we have given our chief attention are the most important.

There are two additional subjects, however, to which we feel that your attention should be called. The first of these deals with the employees in the finance, stamp, and money-order sections. Coming constantly in contact, as they do, with an unscrupulous public in making payments of money orders, postal savings certificates, pension checks, interest on bonds, and savings accounts, they are in constant danger of financial loss, because the department has never laid down any definite rule as to what constitutes sufficient identification. Good judgment, tact, and the ability to avoid arguments and render good service are attributes every teller must possess, but in spite of this it will be seen that in nearly every instance a financial risk is assumed, owing to the identification requirements not being positive. We believe that these employees should have the benefit, not only of a salary commensurate with the responsibilities of their positions, but should be protected by the department from the machinations of a public whose only object, seemingly, is to get the best of every transaction, through a definite rule as to what shall constitute sufficient identification.

In conclusion we take the liberty in calling your attention to the need of equitable retirement legislation. Even though an increase in salary of 100 per cent was granted at once, it could never do justice to those employees who have served faithfully for periods ranging as high as 30 to 35 years, in many cases even longer, but whose salaries have never enabled them to lay by anything against the time when they must face that formidable combination of old age and the necessity for continued labor.

Many private concerns are making provisions for this class of employees, and we earnestly request that your attention be given this subject.

We thank all concerned for the opportunity of presenting this statement.

A. J. CREASON,
FRED D. CROY,
JOSEPH H. CRAIG,
JOHN F. LAU,
J. C. BORCHERT,
Committee.

Mr. BELL. Thank you very much for your statement, Mr. Creason. We will now hear Mr. Fitch, of Lincoln, Nebr. You are allowed 15 minutes, I believe, Mr. Fitch.

STATEMENT OF MR. LINFORD R. FITCH, LINCOLN, NEBR.

Mr. FITCH. Mr. Chairman and members of the commission, ladies and gentlemen, in appearing before your commission we are here for a purpose. We are here making the plea for larger salaries and better working conditions for the postal clerks of the United States, and I in particular in behalf of the clerks of the State of Nebraska.

In making this plea and in asking for our several different recommendations we fully realize the value of facts and figures. We are making no statements or no claims which we do not feel are perfectly and fully justified by the facts, by the orders and schedules in force in our offices. With these few remarks by way of introduction, I will proceed.

I have been told—and you have been told—that you have tons and tons of literature on the cost of living and the salary proposition. Therefore, I shall pass this question very shortly.

I present in my brief a schedule of working hours and wages, quoted by the different organizations of the city of Lincoln, Nebr., in which I show very clearly that the postal employee is receiving less wages per hour than the average building trades or ordinary labor occupations. In addition to that I call attention to the fact so strongly presented by my friend Bro. Creason, of Kansas City, that the post-office clerks are drawing less than regular pay for overtime. I am not going to enlarge on his remarks in that connection, because he has shown by figures presented that the department will save an average of \$5,000 per day by working each clerk in the office one hour overtime on their method of computing pay alone. I shall pass that. Just another phase of the salary question which the gentleman did not present, but it strikes me ought to be presented. Here are two clerks who enter the service, one of them in the middle of June, another one 10 days later, or say, about the 1st of July. According to our salary regulations the gentleman who comes in in July must work until the beginning of the quarter next succeeding one year's service. Mr. Gardner, we will say, enters the service in June and is promoted on the first day of the next July. He then receives \$100 more compensation. Mr. Wight enters the service 10 days later, or the 1st of July, and he must work till the 1st day of October next year, or practically serve 15 months in the same grade and do practically the same work as Mr. Gardner in order to receive his merited promotion. A new man comes in, as our friend Creason has stated, works side by side with him, has taken no civil service examination, is not even in the classified service, and draws 60 cents per hour and works most of the time in daylight. He draws more money than either of these clerks who have given good service during the year and who performs most of their duties at night.

It has been said by Mr. Burleson—or Mr. Koons, I should possibly say—that he could procure enough labor to ease this situation if allowed to do so by Congress, at the present wages. In refuting this claim I wish to say that I was civil-service secretary of my local town for several months, and it can't be done. On three separate occasions I sent notices to the newspapers, to the country weekly papers in the county, and advertised in our own building and in several halls of the city that there would be clerk-carrier examinations on such

and such a date. On these three occasions there appeared at the first one 4 applicants, the second 11, and the third 5. I account for the enlarged number of 11 on the second one on the ground that it was both male and female, and of the 11 applicants 7 were females.

In order to show the reasons for the above condition, I wish to quote one letter received at our office:

LINCOLN, NEBR., *September 18, 1919.*

SUPERINTENDENT OF MAILS,
Post Office, City.

DEAR SIR: Saturday I took the civil service examination for clerk. Monday you asked me to call at the post office and Tuesday I was in and saw you and received your offer to put me on. After talking the matter over with my present employers the Bankers' Life Insurance Co., they offered me about as good a financial offer as you do, and some other inducements to stay with them, and I do not see where I would be benefited by a change under the conditions. So I will ask that you kindly pass my name at this time and select some other of the boys who took the examination.

There is one instance, gentlemen, of why young men do not come in.

In regard to the resignations, and the statement of Mr. Burleson that he could fill the positions, let me call your attention to a few figures from the Lincoln and Omaha offices. These data were compiled for the hearing which we expected to have last October. From Omaha we get these figures:

Number of clerks allowed for year, 234; on pay roll, 199; vacancies, 35. Resignations during the year, 33; resignations July, 1919, 9. Uncertified subs appointed during the year, 170. Resignations, 160.

Gentlemen, in the Lincoln office, with approximately 65 clerks allowed, we have 17 regular clerks resigned, 3 regular clerks transferred, 3 laborers resigned. From July 1, 1919, to September 30, 1919, I wish to state that in the Lincoln office, with the short help we have, there were six resignations of regular clerks, one transfer of regular clerk, three laborers resigned, and six temporary subs quit.

Now, gentlemen, did you ever stop to think of the economic waste of such turnover in labor? I have been told that in the Detroit office, with an allowance of 1,500 clerks, they had over 3,500 resignations in one year. Stop, gentlemen, to think of the economic loss in training new men on these occasions, and figure if it would not be to the advantage of the department and the public in general to pay wages and salaries and provide working conditions that would keep the men in the service.

As to conditions in the State on the labor question, from David City I get the following information: Ordinary workmen on railroads, such as section men, get 37½ cents per hour, no overtime or night work required; farm hands get \$5 to \$7 per day; helpers with cement workers get \$4 per day; grocery clerks get from \$90 to \$150 per month; garage helpers get \$80 and up per month. Gentlemen, the post-office clerk, getting about the same salary, is working all night, due to the increase in business.

From Seward I get the following word—I am just quoting one portion of a letter received:

We work continuously under electric light; the post office building being leased is dark and ill ventilated, hot in summer and cold in winter. We are required to work overtime, as it is impossible to keep a substitute on our register, as they can always get more remunerative positions.

In regard to the number who have quit the service, it is customary to give a reason on resigning. I have letters from a number of clerks in our office who resigned, and I wish to state that they are high-

class clerks only that I am quoting. I wish to read only one or two paragraphs from one. This is a letter from Mr. S. F. Bush, for 10 years special clerk in the Lincoln office. He writes me:

At the time of my resignation I was a special clerk receiving a salary of \$1,300 per annum, with no prospects for an increase in salary. I started in an entirely new line of work with a larger salary than the one which it had taken me nearly 10 years to get in the post office.

These, gentlemen, are a few reasons why the men leave the service.

Our next line of argument, necessarily, is the cost of living. I am simply quoting here Government statistics. This is dated Washington, August 16:

General increases of about 80 per cent in the cost of living during the period from December 14 to June, 1919, were shown in tables made public here today by the Department of Labor. The tables were based on investigations in various representative cities over the country. In every instance greatest increases were recorded in the prices of clothing and house furnishings.

Then it goes on with a statement showing the increases in different cities, all the way from 80 per cent to 157 per cent. Now, gentlemen, to meet that raise of from 80 per cent to 157 per cent we have been given a raise of \$200 to \$300 per annum. I will just leave that statement with you. I show here a number of quotations showing what clerks have paid at different times for different articles and comparing the prices with the prices at the present time. I think that is enough on that subject. You have the statistics before you.

I will now pass to what I consider a paramount issue with post-office clerks to-day, and as I shall class it, service conditions. By service conditions I mean those conditions under which we as a class are forced to labor for an existence. I claim that we are working unnatural work; we are working unnatural hours; we are doing work the thorough training for which requires time and patience and skill; but yet, gentlemen, after 10 or 15 years in our service, if we should drop out, of what benefit is this time that we have given to study? What can we do with this knowledge that we have acquired, of scheme distribution and city distribution? Will you tell me that? It can not be used elsewhere.

Mr. BELL. I want to ask you one question before I forget it, Mr. Fitch. I want to ask about the status of the civil-service register at the Lincoln office—the clerk register.

Mr. FITCH. I will explain that very quickly. At the present time we have approximately 13 to 16 men on that list. The men on that list are students going to the University of Nebraska, who are working four hours per day in the evening as auxiliary help. They have been offered positions as regular clerks on the strength of the fact that they were instructed to take the examination in order to hold their positions. They have declined the regular appointment on account of the fact that they are going to school and can not work eight hours. At the present time we haven't an available man on our list who will work regularly eight hours.

The next line of argument is, just exactly what constitutes the post-office clerks. Some of you have been there. You enter the service; you take the examination, and if you have good luck you are appointed a clerk. They will hand you a map and a scheme book and tell you to learn a State—in my case the State of Nebraska. This represents an amount of time and study which must be done at

home and on your own time. You will find that there are about 1,117 or 1,118 post offices, and 92 or 93 separations that you must learn, and after you have learned them you find there are about 300 or 400 of the offices that you don't know when you have learned them, because they have taken the junction box out of your letter case. So it requires time to study that. Regarding the amount of time required, let me quote a little letter:

LINCOLN, NEBR., *September 15, 1919.*

Mr. LINFORD R. FITCH,
Lincoln, Nebr.

DEAR SIR: Replying to your favor of recent date, you are advised that when I entered the service I was handed a Nebraska scheme and map, July 7, 1910, and was told to learn Nebraska. On October 13, 1910, I took the examination and made a grade of 99.33 per cent correct. I studied hard on this scheme an average of two and a half hours a day this time, Sundays included.

Gentlemen, the point I wish to bring out in this matter is that in our work we are given no particular credit for good work performed, while we are penalized heavily for the poor work. Under present conditions the law requires the handling of cards at the rate of 16 per minute and 95 per cent accurate. On one occasion, the occasion of my first examination, I handled the State of Nebraska 98 and a fraction per cent accurate, at the rate of 35 cards per minute, and I received a nice little letter thanking me for my splendid showing but trusting that I would do much better in the future. (Laughter.)

Now, in regard to the eight-hour day, gentlemen, the law states that we shall work not to exceed eight hours in ten, except in cases of emergency or when the needs of the service require it. Notwithstanding that fact, I quote an order in my brief under date of June 7, 1919, scheduling every mailing clerk for nine hours duty. The figures are there and can't be disputed. The order winds up with this paragraph:

This schedule as lengthened above should handle the mail of this division until additional help is obtained. Unless an emergency comes up it will be our policy to not exceed the nine hours.

In justice to our officials I wish to say that when I took a copy of this order and proceeded to the postmaster's office and told him that unless an emergency came up it would not be our policy to work over eight hours, according to the law, he had the order countermanded.

I wish to show another exhibit. You have already seen them—a little "brownny" slip. I make the point that we are given no great credit for our good work. Here is a case where I handled on an average 4,500 letters, placing them in boxes in the morning. Out of the 4,500 one complaint comes into the office and I get this nice little slip which says:

L. R. Fitch: It is reported that you misboxed letter addressed to Granger Bros., throwing the same to Stacey Bros.

Penalty, two brownies.

Now, semiannually we get a rating on quantity of work done, less demerits. You may wonder what these demerits have to do with the salary proposition. Those of us in the service know. Mr. Burleson has made a rule that a clerk in order to secure promotion must have a net rating of 90 per cent or more. The rating is officially started by the superintendent of mails or the postmaster at

any figure he desires, not 100 per cent necessarily, and demerits are deducted from it. They do not take 100 per cent, but any figure or position desired by the office. In the year 1917 when I was due to be promoted from \$1,100 to \$1,200 my rating was given as 93; the demerits removed enough so that the net was 87.8. So that fact has cost me \$100 for three years, figure it out any way you want to.

Mr. BELL. How long have you been in the service?

Mr. FITCH. Going on seven years.

Mr. BELL. What is your present salary?

Mr. FITCH. \$1.550. This year when we are working under the present salary law with no chance of automatic promotion, my rating shows net 94.

Gentlemen, that is one of my strongest appeals and reasons for quoting the gentleman's remarks ahead of me, that we need an appeal board where a person may show this condition, and in order to get this rating question before this body I wish to state several instances for your consideration. In our office there is a penalty of 1 demerit per minute for tardiness, for being late. Now here is an instance: Two clerks come in, one man 10 minutes late, the other one 3 hours and 1 minute, or 181 minutes. Those demerit slips come back, Mr. Ladwig, 13 minutes late, 13 demerits; Mr. Bellinger, 181 minutes late, 10 demerits; the same day, the same identical slips. Three clerks missent a bunch of mail. One has 8 packages, another 13 packages, and another 25. The demerit slips come back. The clerk who had 8 packages, which happened to be myself, who drew this rating, got 30 demerits, the next man 25, and the third one with the biggest offense got 10.

Now, gentlemen, in conclusion, before going any further, I wish to quote just one schedule. I have a schedule here showing 26 men on our list in 1917, and of the 26 men 12 are gone, 40 per cent lost in the working force of the office, and I have the official receipts of the office showing that the business has increased from 2 to 70 per cent in all departments. I have here a schedule dated August 5. There are 56 men on this schedule, and of these 56 men the number working from 10 p. m. to 7.30 a. m., the number working from 8 a. m. to 6 p. m., the number working later than 6 p. m., the number working earlier than 8 a. m., the number working till 10 p. m. or later, and the number working before 8 a. m. or after 6 p. m. In other words, I show that of these 56 men 46 of them are working all or part night hours.

In closing I wish to emphasize the fact that in making our case we should at least have some remedy to suggest. My recommendations are the same as those of my friend ahead of us. I believe we should have first a trial board or an appeal board where we may present our grievances as we may feel them; we should have seniority govern in promotion; we should have an allowance of at least one hour per day for scheme study; we should have a differential in either wages or time between day and night work, and I believe we are entitled to extra pay for overtime, or at least pay on the basis of a 26-day month. I believe distribution being the hardest work in the office, distributors should receive the highest pay and special clerkships. Gentlemen, I thank you.

(NOTE.—The brief submitted by Mr. Fitch contains a large amount of detailed and statistical information pertaining to the Lincoln, Nebr.,

office, most of which is pointed out and discussed in his oral statement. It is not deemed necessary, therefore, to reproduce it in the copy of the hearings, but is retained in the files of the commission.)

Mr. BELL. The next speaker is Mr. James H. Coleman.

STATEMENT OF MR. JAMES H. COLEMAN, SAN FRANCISCO, CALIF.

Mr. COLEMAN. Mr. Commissioner, in behalf of the postal clerks, the postal laborers, and clerks of San Francisco, Oakland, Alameda, Berkeley, San Jose, and Sacramento, I wish to submit the following for your approval. [Reading:]

The post-office clerk, after passing the civil service examination, is placed on the substitute list, during which time (which runs as long as three years) he is required to report in some cases early in the morning and wait until he is called for duty, which may require him to remain at work until after midnight. He is subject for duty any time of the day or night, and his average monthly pay is about \$60.

When appointed a regular, he is assigned to night work and given a book of distribution, which he is required to study and pass a 99 per cent examination, which examination must be taken every year thereafter, as the distribution is continually changing. A young man coming into the service must forfeit his former social functions, as when his associates are off he has to work and much of the clerk's time, when off duty, has to be spent in studying for his examinations, as no time is allotted by the office for such study.

The post-office clerks are obliged to work, eat, and sleep unnatural hours, thereby being a detriment to their health, social life, and general wellbeing and causing a decreased efficiency to the service. He is also required to stand long hours without having an opportunity of sitting down, as no stools are provided for him. His work carries a great responsibility, such as forwarding mail, issuing money orders, selling stamps, handling registered mail, and he is required to furnish a bond. When after years of faithful service, working at high tension and other conditions named above, age has dimmed the eye and slowed the limb, he is rewarded by being placed in a class called the "Superannuates," but not pensioned, but in many cases shamefully demoted.

COMPENSATION.

It is a fact well known to us all that the cost of living has risen 83 per cent since 1914, according to authenticated and conservative statistics, while the wage of the post-office clerks has risen only about 21 per cent since 1907. The post-office clerks who are skilled workers, who are required to know thousands of facts in order to be proficient, do not receive as much for their labor as most unskilled workers, and are thereby forced to subsist on what is truthfully called the poverty line.

Street sweepers of this city receive \$5 per day.

Street car men receive \$5 per day for eight hours work and vacation.

Longshoremen and stevedores average about \$65 per week.

Milkmen receive \$175 per month and teamsters receive from \$5 to \$8 per day.

That the present wage of post-office clerks is absolutely unattractive is shown by the fact that thousands of experienced clerks have resigned from the service and many more thousands of capable young men have refrained from entering the service because of the inadequacy of the post-office clerk's wage.

The present conditions of the postal clerks are deplorable, especially those with families. It is impossible to meet our daily living expenses and debts are incurred through sickness and other causes.

A copy of a communication from a firm which loans money to meet such debts as mentioned above appears in appendix of this brief. This tells of the number of postal workers who were obliged to resort to this method of meeting their debts. The clerks' organization in this city was obliged to come to the rescue of its members by setting aside money for a loan fund so that clerks could meet their debts.

So scarce has been new recruits of post-office clerks, despite the fact that the civil service examinations are frequently held and widely advertised, is seen by the retention in the San Francisco office of a war-time measure, introduced in violation of the Postal Laws and Regulations of having letter carriers perform clerks' work, as there are

no substitute clerks to fill the vacancy of the clerks who resign, and if the mail is not promptly distributed by the clerks it can not be delivered in due time.

At this time I would call your attention to the fact that when the \$200 bonus was granted in July, 1918, all the lower grades of post-office clerks were deprived of their automatic raises.

In view of the foregoing we would respectfully request that your commission recommend the enactment of a reclassification law for post-office clerks as follows:

First-grade salaries.....	\$1, 800
Second-grade salaries.....	2, 000
Third-grade salaries.....	2, 200
Fourth-grade salaries.....	2, 400

and that all promotions be made following the expiration of one years service in the next lower grade.

NIGHT WORK.

We respectfully call your commission's attention to the fact that most of the post-office clerks' work is performed at night although much of this night work could be eliminated. The harmful result of night work is exemplified by the following authorities. In the words of Justice Brandeis, who says:

"Sleep by day is a troubled kind of sleep, broken by noises that go in and out of doors. The worker goes back in the evening without having had the rest he needed. Thus his body is often weakened, his health is broken, his spirits dulled, and he becomes defenseless against the most dreaded diseases."

Prof. Frederick S. Lee, of Columbia, speaks of the total output of night work as— "less than with day work; its accident rate and its proportion of lost time are in excess over those of the day; it has a deleterious effect of health. All these features are inimical to a high degree of efficiency."

We respectfully request that your commission recommend a time differential by making 45 minutes night work equivalent to one hour day work, on work performed between 6 p. m. and 6 a. m.

OVERTIME.

The excessive overtime worked by the post-office clerks is breaking down health and morals of the men and causing the resignation of many clerks, which impairs the efficiency of the service. Overtime is recognized by paying time and a half or double time by most all employers, therefore we respectfully request that your commission recommend time and a half for all overtime and our tour of duty to be eight hours within nine hours.

SICK LEAVE.

Notwithstanding the fact that other departments of the Government grant a 30-day sick leave with pay, the post-office clerk's pay stops when he becomes sick. This condition has caused many a post-office clerk's family to become destitute, while he sees about him employees of private employers being paid for the time they are sick. It is therefore a humane duty for our Government to provide relief to the post-office clerk in such distress, and we respectfully ask that a 30-day sick leave be granted post-office clerks with pay.

DEMOTION.

The post-office clerk who grows old in the service after years of faithful labor is in many cases demoted. He is thus penalized because he has grown old; because of the years he has loyally served his Government his eye is dimmed, his limbs slower, and his tired brain nearing the end of its work; because in his pilgrimage through life he labored for Uncle Sam at a small remuneration, thereby being unable to provide for old age.

Well can the Government say to these workers: "Well done, good and faithful servants;" and to demote such men is nothing short of brutality. We respectfully request that you recommend that no demotions be given superannuated post-office clerks.

LABORERS.

In behalf of the post-office laborers of San Francisco, I will call this to your attention: That the laborers of the post office, like the clerks, have long been overlooked as regards wages. They are required to work all hours of the day and night, their work is dirty, laborious, and unhealthy, and in order to be proficient they are required to possess some knowledge of mail distribution. Their wage is far below the wages

laborers receive in all other work. They are now classified in one class regardless of the term of service rendered or efficiency gained from continued service and they ask that three grades be created with salary from \$1200 to \$1,400 per annum, with time and a half for overtime.

In conclusion, gentlemen, on behalf of the post-office clerks and laborers whom I have the honor to represent I earnestly and respectfully request that your commission acquaint Congress of our urgent needs and urge them to remedy existing conditions which by so doing shall not only prevent utter demoralization of the service but at the same time grant justice and fair play to faithful Government workers, and make our Government a model employer. Let our governing body lend an ear to the humane side of our case that in the end the humanity for which our country so nobly fought for and for which our brave men died shall be evident in the Government's own household.

APPENDIX No. 1.

THE MORRIS PLAN CO. OF SAN FRANCISCO, CALIF.

SAN FRANCISCO, August 19, 1919.

Mr. JAMES COLEMAN,
Ferry post office, San Francisco.

DEAR SIR: With reference to your recent inquiry over the telephone regarding loans made postal employees and about how many employees from the postal service are making such loans.

Our records show approximately between forty and fifty, made for the purpose of liquidating debts, for sickness, and in some cases death.

It might at this time interest you to know that the wages paid postal employees do not at all compare with wages paid employees in other lines. I take as a comparison for instance, clerks employed by the Southern Pacific Co., who are now under Government control. Of course in some instances the junior clerks receive less than some of the postal workers, but in a general way, the employees of the railroads are earning a much greater salary for the number of years in the service. This also applies, you might say, to the various clerks, both junior and senior, in the various State and national banks.

I take it that a postal clerk has to be as careful, if not more so, in the discharge of his duties, as a bank clerk or railroad clerk, and it is hardly in keeping with the high cost of living that the salary given by our Government is not commensurate with the services rendered.

You might take it from this letter that I am carrying a brief for the postal employees. Such is not the case; as I am simply stating facts that we have on hand in our institution, and the comparison is simply given for your benefit.

If there is more that you want us to go into regarding this matter, we shall be glad to take it up either in person or by mail.

Very truly, yours,

Mr. BELL. The next speaker is Mr. C. H. Meck.

STATEMENT OF MR. C. H. MECK, OMAHA, NEBR.

Mr. MECK. Mr. Commissioner and fellow employees, I will not delve very deeply into facts that have been gone into before, but I wish to call the commission's attention to the conditions in the Omaha post office.

Mr. Commissioner, in the Omaha office time and again I have seen mail piled, I would say, half way to the roof. There isn't a doubt but what every man in the service is proud to see the public get the service they are entitled to, but supposing we became Bolsheviks, like some of the radicals the Government has raided and caught in this country, it would be very logical the public would suffer. We do not wish others of our own nation to suffer at our hands. Naturally the boys work overtime but with a dull heart, because on pay day our check comes around and we are paid 5 cents less an hour than

some fellow who has been hired off of the street for 60 cents an hour. Labor is short in our office, and the postmaster has appointed women in the service. The postmaster and assistant postmaster both admit women are inefficient and they force the men out of their day jobs. These women are employed on daylight jobs, and men who have worked from 8 to 14 and 20 years are still kept on night shifts. Now, if that is justice, Mr. Commissioner, I can't see it.

Mr. BELL. I dare say there was one other reason for that, that might enter into it, and that is that it is not best for a lady to work at night if daytime work could be given her. Didn't that enter into it?

Mr. MECK. I would say this, if respectable wages would be paid in the Postal Service the department wouldn't have had to hire the women. We look at it in this way.

A few days ago one of the men in the office asked for a promotion to the stamp room, and went to the postmaster. The postmaster sent him to the superintendent of mails. The superintendent of mails advised him the inspectors stated no distributor could be transferred from the work floor. Evidently the department is beginning to realize efficient distributing clerks can not be spared from the cases. This means they are eliminated from promotion to higher position. At the present time we have 229 clerks on the pay roll in the Omaha office, and the department has authorized 246. This leaves 17 vacancies at present, and in the Omaha office at 10.30 last night there were 150,000 circulars that would not be given service for the next 12 hours. These were in the office at 4 o'clock in the afternoon. Now these are facts—not only in the Omaha office, Mr. Commissioner, but in all the larger offices throughout the country the same conditions prevail.

Mr. BELL. How is the eligible register in Omaha?

Mr. MECK. We have no such thing. We are using boys from the Omaha High School and Creighton College, who work from two to five hours a day and get 60 cents an hour, and then they say, "Well, that is enough to buy cigarettes with. That is all I want." These are the conditions under which we work. Our postmaster saw fit to try to force the uncertified men to take the civil-service examination who were in the post office before Christmas, saying he would fire every man who didn't take the examination. Well, the majority took the examination. Now, Mr. Commissioner, we believe it to be necessary for a man to make application in due form before he can take the civil-service examination. Upon inquiry from these men we find but few of them ever filed an application, but they did comply with the postmaster's request, and naturally they held their jobs. Since then the men discharged by the postmaster because they didn't take the examination, have been hired over again. There are positive facts, and every man in the Omaha office bears me out in these statements.

Now I would say the sooner we have an adequate increase in salary to meet the conditions in our locality, and the injustice imposed upon the clerks in our office removed, the more efficient the mail service will become. Commodities and the cost of living have increased from 78 to 100 per cent, and our increase in salary should be based upon these figures.

We believe a differential of 45 minutes in night work, between the hours of 6 p. m. and 6 a. m., should be the universal practice through such offices where night work is necessary.

We believe, also, a suitable retirement measure should be enacted for the faithful superannuated employees, who have given the best years of their lives to the Postal Service. This would be economy to the Government and would tend to increase the efficiency in the service.

About 7 years ago, when I first entered the service, we never knew what it was to see mail lie in the office 3 hours before being worked, but now it is no unusual thing for mail to lie in the office 30 hours before being distributed. Most of our help comes from high schools and Creighton College, and it is some help too.

Now, Mr. Commissioner, I don't want to take up your time longer, because these gentlemen here have stated the facts as they prevail, but will tell you this, the Omaha post office clerks and post office clerks throughout the country are getting one raw deal and to date they have not received the justice due them. We should be served by a board of our own, a national organization—who they may be we care not, but one who will give us a just deal. The service will then resume its former efficiency. I thank you.

Mr Meck filed the following brief:

BRIEF FILED BY MR. C. H. MECK.

It is the desire of the postal employees of Omaha, Nebr., not to overburden your committee with a voluminous brief going into detail regarding the low wages paid to postal employees as compared to that paid to workers in other lines of industry, but to show that as a class we have been unjustly treated by the Government during the past few years when the cost of living rapidly went up, and our salaries remained practically stationary, except for a temporary increase of 25 per cent, since 1907.

We ask that the least your committee can recommend for the improvement of conditions in the Postal Service is to see that the salaries of all postal employees are increased at least to what the increase of the cost of living has been during the past five years, and Government figures range from 78 to 100 per cent.

This office at present is short about 40 employees, due to resignations on account of low wages and poor working conditions, with scarcely a month passing by without the force being decreased by the loss of its experienced workers, who see nothing before them but starvation and night work.

There are a great number of workers in the postal service who have become victims of the white plague, and when their physical condition is such that they can no longer perform the work required of them, they resign, and in most cases become objects of charity. We feel that an early adoption of a proper retirement law, would relieve this condition.

To require the Postal Department to reduce night work it is suggested that the men working after 6 p. m. and before 6 a. m. be given a time differential of 15 minutes to the hour, making 45 minutes of night work equal to 1 hour of day work. If this was done, the condition of those engaged in the distribution of the mails at night, would be considerable improved, and much night work would be eliminated.

We believe that many of our complaints which have merit to them should be settled by our national officers in Washington and the Postmaster General; and it is urged that legislation be enacted by Congress requiring the Postal Department to meet the representatives of the postal organizations to adjust conditions relating to postal employees work. A court of appeals to hear all disputes between the postal workers and the Post Office Department should be established by Congress, which would relieve Congress of unnecessary work in such matters, and the employees, would feel that their case would have a fair and impartial hearing before an unprejudiced court, and not the system as it exists at present—all Post Office Department viewpoint.

In conclusion, we wish to say that we are only asking that we be permitted to live as becomes an American citizen and be paid the prevailing wage that is found to exist in other industrial establishments, and if your committee thinks it wise accept the statement made by Postmaster General Burleson before the postal appropriation committee, that "the Post Office Department should pay its employees at least 15 per cent more than they would receive in private industry" if this was done, it would be nothing more than tardy justice to a large group of employees who render efficient service under a large handicap.

We again strongly urge this committee to see that legislation be enacted to do away with low wages, poor working conditions, night work, and that the right of collective bargaining be given the postal workers, together with that of a court of appeals where all disputes that can not be amicably settled by our representatives with the Post Office Department, would be heard by an impartial court to be finally determined on the merits and justice of the case.

Should the above recommendations be enacted into law, it can be safely stated that nearly all the grievances of postal workers would be handled in a manner satisfactory to all parties concerned, and the Postal Service restored to an unheard-of efficient manner, whereas at the present time discontent, resentment over conditions, bring about the loss of morale and the disintegrations of one of the most useful departments of the public.

Mr. BELL. The next speaker is Mr. Braddock, of Oklahoma City.

STATEMENT OF MR. E. R. BRADDOCK, OKLAHOMA CITY, OKLA.

Mr. BRADDOCK. Mr. Commissioner and gentlemen, I would like to start my argument from the beginning of a clerk's time in the office. First I would call the commission's attention to the fact that in nearly every office in the country—and it applies to Oklahoma City up to the time of the passage of the late act of Congress giving 60 cents an hour to substitutes—it was impossible to secure applicants to take the examination for post office clerk—practically impossible. These examinations were held monthly, instead of semi-annually, or annually, or whenever they were required. After the act of Congress giving substitutes 60 cents an hour, more than 100 applicants took the following examinations and at the present time they will be on the eligible list, provided they pass the examination. The former list, not providing sufficient applicants, compelled the employment of uncertified help. That help had no intention of remaining in the service; in fact, there were very few of them who could be persuaded to take the examination. They worked for such time as they saw fit, and quit when they chose. Some of them were persuaded to take the examinations.

We recommend that the present pay for substitutes be made permanent, in view of the fact that this last examination in Oklahoma City showed that they will apply if they are given a salary commensurate with that paid outside employees—that goes to show that the rate of pay to substitutes should be maintained as under the late act of Congress.

Under the present law also—when I speak of “the present law” I mean the emergency act of Congress—a substitute's rate of pay is reduced to 40 cents an hour the moment he is regularly appointed. Now, the outcome of that has been in one instance in Oklahoma that one clerk applied for 30 days' leave of absence. My brief says that he tendered his resignation, but on talking to the superintendent of mails just to-day, I learn that he applied for 30 days' leave; but I do know that he told me that he had tendered his resignation on the very day that his pay was reduced from 60 cents to 40 cents per hour. This is an argument in favor of salary for a man at the time of regular appointment equal to the present pay of a substitute. It is also true that young men seek employment in lines of business that will provide them with the quickest advancement to the higher grades, and we recommend automatic promotions of at least \$200 a year, and fewer salary grades than the six now provided by law, so

that a clerk may reach the maximum salary grade as soon as he becomes efficient. We estimate that it usually takes four or five years, including time served as a substitute, to make an efficient clerk, and it should be possible to reach the maximum salary grade at that time.

In our brief we take up the cost of living and the increase that we are asking in the higher salaried grades.

We also call attention to one fact that clerks in grades below the sixth did not reap the full benefit of the late bonus acts, by reason of being deprived of one or more advancement in grade when the bonus was given.

In reference to the special clerk grade, our understanding is that it was created for the purpose of rewarding clerks who had become expert. The question of who is an expert should surely not be left to the private opinion of the postmaster or his assistants. The question as to when a clerk shall be considered an expert is very uncertain, and should be settled by law as near as possible. In other words, both as to special clerks and as to supervisory employees, our recommendation is, that an efficiency record be maintained, and that that efficiency record be based on the record of the clerk, and not on the private opinion of postmasters or their assistants, the purpose being to avoid favoritism and political preference.

These gentlemen have spoken of a board to hear and try questions between post office clerks and or postmasters. We recommend that an impartial body be created to hear such claims and to give the clerks the same right to be heard that a postmaster or an official of the department has to be heard.

We call attention to the fact that at the time a clerk is drawing his lowest salary, he is also usually working the midnight tours, and these combined facts have caused many of them to resign. Young men especially despise night work. I think that is universal, and we recommend the time differential that has been mentioned here. Now that differential may also attract older men to take night work on account of the short hours.

In reference to overtime, we believe that it is necessary in order to prevent overtime and to compel the enforcement of the present eight-hour law and six-day week that overtime should be compensated for at the rate of time and a half, or compensatory time in discretion of the clerk. The compensatory time feature would absolutely compel the observance of the eight-hour law, because an office can no more permit the clerk to be off at some future time than they could dispense with the services of that clerk for overtime—unless it was absolutely necessary—that is, if they had to let him off at some future time when they may need him.

In respect to examinations, they are usually required every six months and there is no allowance made to post office clerks for the time that they must put in in study, nor is there any time allowed in which they take the examination. The examination is ordered by the supervisor. The day is set in our office and the clerk arranges his own hour and must take it on his own time before or after his regular tour of duty.

Mr. BELL. How much time is usually consumed in those examinations?

Mr. BRADDOCK. In O'lahoma there are two sections and about 700 cars in each section, and the time runs 25 minutes on an average for

each of those examinations; 25 minutes for 700 cards in each examination.

We submit that employees of post offices should receive the same 30 days' leave and 30 days' sick leave allowed departmental employees at Washington, D. C.

We also ask the commission to consider the status of former employees who may return to the service, in respect to salary and priority in the office, if any is to be recognized. At the present time that is left to each particular postmaster, I believe.

We advocate a retirement law both for the betterment of the service and for the good of superannuated employees, based on a noncontributory plan, as any other plan may militate against employees who may resign and leave the service.

In order to compel the same uniform construction of the postal laws and regulations throughout the country and to prevent unjust discrimination in the awarding of promotions, we suggest the creation of an impartial board empowered to pass upon and finally settle all questions submitted to it by the department, a postmaster or an employee, after proper hearing or trial.

I want to read a quotation here from the President, who states:

That an employee whose life is hedged about by hard and unjust conditions which he did not create and over which he has no control, lacks that fine spirit of enthusiasm and volunteer effort which are the necessary ingredients to the great producing industries.

Mr. Braddock submitted the following brief for the clerks of Oklahoma City:

BRIEF FILED BY MR. E. R. BRADDOCK.

We, the clerks in the post office at Oklahoma City, Okla., submit the following in support of our petition attached hereto:

1. There are about 75 regular clerks now employed in this office, four of whom were allowed the office during the past year. During the year, there were 37 resignations from the clerk force, eight of them were in the sixth salary grade, four were "special clerks" and one held a supervisory position. Twenty-one expressed themselves as having secured better positions. In February, there were eight resignations of clerks, in October, five, in November, four and in December, four. On April 30, four sixth-grade clerks left the service. It is impossible to learn the exact number of hours of overtime necessitated by these resignations, but it is fair to assume that overtime equalled or exceeded 8 hours per day for each resignation until the vacancy was filled, and in some cases this estimate was greatly exceeded because of the lack of men possessing the requisite knowledge.

2. During said year, examinations for applicants were held monthly and every inducement was offered in order to secure eligibles, but very few men took the examinations and consequently, it often happened that there were no eligibles on the substitute list and it was necessary to employ whatever uncertified help that could be obtained and many of these had no intention of remaining permanently.

3. After the act of Congress providing 60 cents per hour for substitutes, more than 100 applicants took the next examination. It is evident that this rate, or even a higher rate for substitutes should be made permanent in order to draw the best class of employees into the service. The time served as a substitute is similar to time served as an apprentice in other lines of business with this added, a substitute works very irregular hours, day or night, and perhaps averages only a few hours per day, besides serving an uncertain length of time before a vacancy occurs in the regular force.

4. Under the present law, a substitute's rate of pay is reduced to 40 cents per hour when he becomes a regular and already in this office. One man tendered his resignation on the very day he received notice of his regular appointment. This may have been merely a coincidence, but it is an argument in favor of an increased entrance salary equal to the present rate of pay of a substitute. Another patent fact is that on regular appointment, a substitute is far more valuable than when he first entered the office. It is also true that young men seek employment in a business that affords the best chance of rapid advancement in salary and it seems that automatic promo-

tions of at least \$200 per year, making fewer salary grades than six, would go a long way in drawing into the service, competent young men who anticipate staying in the Government employ. It usually takes four or five years, including time served as a substitute, to make an efficient clerk and it should be possible to reach the maximum salary grade within three or four years after regular appointment.

5. The law of 1907 fixed the maximum salary of a clerk at \$1,200 per year and there was no increase until July 1, 1918. In 1914, that maximum salary was less than a fair salary in view of changed conditions, and other employers recognized the fact and granted increases to their employees. The value of outside labor changed with the times and the purchasing power of the government clerk's salary was reduced accordingly. It followed that many either had to resign and start anew in another business or seek some additional employment and compensation to make up for the decline in the value of their salary and many of them are now using this means to make "ends meet."

6. In asking for an increase to at least \$2,400 per year for the highest paid clerks, we have considered the matter in two ways and have reached about the same conclusion. A large majority of clerks in the maximum salary grade are men with families dependent upon them for support. The average American family consists of five persons. The minimum annual expense of a family of five persons is nearly \$2,300, according to Bureau of Labor estimate. Most estimates on the per cent of increase in living are based on the period from 1914 to 1919. There was a small per cent of increase between 1910 and 1914. If we assume that \$1,200 was a fair salary for a married man in 1910, and increase this salary in the same proportion as the cost of living has advanced, we approach the Labor Bureau estimate.

7. Since July 1, 1918, all automatic promotions have been suspended by reason of of increases granted as a bonus. As a consequence, only clerks in the sixth salary grade have received the full benefit of the "bonus" plan, because all clerks now in the fifth grade have lost one advancement in grade and all below the fifth grade have lost two advancements.

8. Our understanding of the "special clerk" grade is that it was created in order to provide higher pay for expert clerks who had reached the maximum grade. The question as to when a clerk shall be considered an expert is uncertain and should be settled by law and not left to regulation or the opinion of postmasters, and all clerks who measure up to the standard so fixed ought to be entitled to promotion to "special clerk." A definite law in this regard would remove the chance of favoritism being shown in recommendations for promotion to this grade.

9. In a similar manner, in order to remove the chance of favoritism being shown, promotions to supervisory positions should be regulated by law, not left to regulation or the opinion of postmasters and their assistants. The qualifications required in such cases should be definitely and explicitly set forth in order to insure to a senior employee, in point of service, the prior right to a supervisory position recognized by the rules and regulations of the civil service, and no part of a senior clerk's record that is based on the private opinion of his superiors should be permitted to deprive him of promotion in his turn, except the disqualification be proven to the satisfaction of an impartial body.

10. In order to prevent unjust demotion, reduction, suspension, or dismissal of all classes of employees, we submit the law should designate the offenses and the punishment of each and also should permit each accused employee a fair hearing or trial before an impartial body.

11. At the very time a clerk is drawing the lowest salary, he is also usually working on the midnight tour, and these combined facts often cause much dissatisfaction and a few resignations, about eight clerks having resigned from this tour in this office during the past year, and as a remedy we suggest that for work performed between the hours of 6 p. m. one day and 6 a. m. of the next, usually considered night hours, 45 minutes should be equivalent in time and pay to one hour of day work.

12. In order to prevent overtime, except when absolutely necessary, we suggest allowance of either compensatory time if employee so elects, or time and a half computed on the basis of the actual working days in the particular month and excluding Sundays.

13. In our office examinations are required every six months and each preparation requires from 6 to 10 hours of study for the older men and a great deal more for new men on their first attempt. All clerks must do their studying before or after their tours of duty, on their own time, and the day on which the examination must be taken is assigned by the office and the examination is taken on the clerk's own time or after his tour of duty, and without pay.

14. We submit that employees of post offices should receive the same 30 days' leave and 30 days' sick leave allowed departmental employees at Washington, D. C.

15. The status of former employees who may return to the service in respect to salary and priority on the office, if any, should be regulated by law and not left to regulation or the opinion of postmasters.

16. We advocate a retirement law, both for the betterment of the service and for the good of superannuated employees based on a noncontributory plan, as any other plan would militate against employees who may resign from the service.

17. In order to compel the same uniform construction of the Postal Laws and Regulations in all offices, and also to prevent unjust discrimination in the awarding of promotions, we suggest the creation of an impartial body empowered to pass upon and finally settle all questions submitted to it by the department, or a postmaster, or an employee, after a hearing or trial.

18. We believe that uncertified help should be authorized in all cases of necessity and before Christmas.

PETITION.

The petition of the clerks in the post office at Oklahoma City, in the State of Oklahoma, for themselves and all other similarly paid post-office employees in the United States who may care to join with them, respectfully represents:

1. That largely because of the low salaries heretofore and now paid to post-office clerks and other employees and because larger salaries were, have been, and are offered in other lines of work, many competent and efficient clerks and other employees have quit and others will quit the Government employ to take up other work, and this has tended and will tend to greatly reduce the efficiency of the service, and it has necessitated and will necessitate much overtime for remaining employees.

2. That also because of said low salaries only a very small per cent of desirable applicants and otherwise eligible persons, between 1914 and the date of the recent increases provided by law, made application for examinations, although examinations were held much more frequently than before 1914.

3. That in order to attract desirable applicants and draw the best class of employees into the service permanently, each when chosen and placed on the substitute list for service, should be paid at a very high rate per hour for the reason that substitutes have uncertain and irregular tours of duty, uncertain and irregular number of hours of work per day and month, and an uncertain length of time to serve before securing an appointment as a regular.

4. That during the time served in the capacity of a substitute, said substitute learns more or less of the duties and work to which he may have been assigned and on regular appointment is usually fairly efficient and capable of performing a reasonable share of the lesser duties of the office, and in order to hold in the service the best and most efficient among them, a large entrance salary should be provided by law, with automatic promotions of at least \$200 per year, thereby making fewer grades than the six now in force, so that the maximum salary may be reached as soon as an employee, through examinations or otherwise, learns and is able to perform an equal share of the duties and requirements of his or her position, the time required for the usual examinations and efficiency demanded being not more than three years excluding the time served as a substitute.

5. That a large majority of those post-office clerks and other similarly paid employees who were, in 1914, and are now drawing the maximum salary provided by law, are men with families dependent upon them for support and the maximum salary paid them in 1914, to wit, \$1,200 per year, was less than the fair value of the duties, study, knowledge and length of service required of them and was less than a fair salary for a man with dependents and was less than the highest salaries paid to employees outside the Government service at the time mentioned for lesser duties, knowledge, study, and length of service, and consequently a great many post-office clerks and other similarly paid employees were in normal prewar times and still are compelled to do and perform various and divers forms of work outside of their regular tours of duty for the purpose of increasing and properly augmenting their inadequate income.

6. That because of prevailing high prices and in order that they may support themselves and their dependents as nearly as possible according to their accustomed mode of living, the salaries of all clerks and other employees now in the maximum salary grade should be increased to not less than \$2,400 per year, which amount is in the same proportion to the present cost of living that a fair salary in prewar times was to the then cost of living and no more than salaries now paid to employees outside the Government service for lesser duties, knowledge, study, and length of service, as will appear from various lists heretofore filed with your investigating committee.

7. That for the same reasons the salaries of clerks and other employees in the various grades below the sixth salary grade should be increased in the same ratio and considera-

tion should be given the fact that all clerks and employees in grades below said sixth salary grade would have received automatic promotions to higher salary grades except for the suspension of all automatic promotions since July 1, 1918, by reason of increases granted them as a bonus.

8. That the higher grade, now known as the special clerk grade, higher than the above maximum salary grade, should be retained by law and all clerks who have given one year's satisfactory service in the maximum salary grade should be made eligible for promotion to "special clerk" and the requirements to entitle an eligible to that higher grade should be fixed by law, not by regulation, and should be based on certain requisite knowledge, scheme study, examination, or great responsibility, and said requirements should be made as definite and explicit as possible in order to prevent favoritism and political preferment.

9. That the appointment and choosing of supervisory employees should be regulated by law, not by regulation, and should be limited to employees in the maximum salary grade and "special clerks" and same should be made most definite and explicit in order to prevent favoritism and political preferment and in order to insure to a senior employee in point of service, who has become entitled to and has reached the highest grade, the prior right to a supervisory position contemplated by the rules and regulations of the civil service.

10. That the law, not a regulation, should set forth much inefficiency and the various offenses and acts of misconduct that would justify demotion to a lower and less desirable tour of duty, or demotion in rank, or reduction in salary, or suspension from duty, or dismissal from the Postal Service of all persons, and in order to insure absolute fairness an accused employee should be notified in writing of the full and complete charges against him or her and, at his or her own request, should be entitled by law to a hearing and trial before an impartial body on said written charges, with a right to file a written reply and have the testimony of witnesses taken in writing, and in case of acquittal, the erring postmaster should be made responsible for the lost time and pay, if any.

11. That newly appointed clerks in first and second class offices are, as soon as practical, assigned to take their turns in the lowest and least desirable tours of duty, the midnight tours, and many of them resign on receiving this assignment, and in order to keep these young men in the service and also to possibly make night work attractive to older clerks, it is suggested that for all work performed by clerks and other employees between the hours of 6 p. m. of one day and 6 a. m. of the next, commonly known as night hours, 45 minutes should be by law made equivalent in time and pay to one hour of day work.

12. That the present law authorizing "overtime in cases of emergency" is vague, uncertain, easily misinterpreted, wrongly interpreted, and greatly abused, and in order to compel strict adherence to the intent and purpose of the present eight-hour law and six-day week, there should be allowed by law for all overtime, either compensatory time within the next six days if employee so elects, or time and a half, computed on the basis of the actual working days in the particular month and excluding Sundays; and for all work performed on Sundays and holidays, there should be allowed compensatory time as is now provided by law.

13. That more than 50 per cent of all clerks in first and second class offices are required to study ever-changing distribution schemes and pass satisfactory examinations on same at frequent intervals (every six months in Oklahoma City), and all the study and work necessary must be performed and the examination must be taken outside of the clerk's regular tour of duty, on his own time, without pay, and the law should make some allowance to all such clerks for this form of overtime and should also provide a uniform rule in respect to the interval between examinations.

14. That the acts of Congress allowing 30 days' leave and 30 days' sick leave, with pay, to departmental employees at Washington, D. C., and others, should be extended to include post office clerks and other employees.

15. That a definite law should be enacted concerning the status of former employees who may desire to reenter the service within the one year allowed under the civil-service rules, particularly as to the salary to be paid such persons and their rights of priority in the office, if any priority is to be recognized.

16. That many competent employees have given, are giving, and will give the best years of their life to the study and duties required in the Postal Service and when, after long, meritorious service such persons become unable to perform said duties or to secure other employment by reason of old age, they should be retired in such manner, and on such pay, as may be just and equitable, and a law ought to be enacted in this behalf, as well for the good of the service as for rewarding faithful service, which law should not be based on any contributory plan that may militate against persons who may resign and leave the service.

17. That the laws of Congress concerning post offices and employees and the Postal Regulations are not always construed alike by different postmasters and are sometimes construed wrongly by some postmasters and some officials of the Post Office Department, and it sometimes happens that an injured employee can secure no relief in cases of misconstruction, wrongful interpretation, or unjust discrimination in the awarding of promotions, and therefore, in order to secure the same fairness to all employees everywhere, and in order to compel uniform construction and interpretation by all postmasters and officials, and in order to prevent favoritism and unjust discrimination in the awarding of promotions, an impartial body should be designated or created by law to hear and determine questions relating to the construction and interpretation of the Postal Laws and Regulations and to hear and determine disputed questions that may arise and to hear and determine the rights, if any, of senior employees to a promotion where unjust discrimination is charged, and said body should be authorized and compelled to make a full and complete investigation of all such matters submitted to it in writing either by an official, or a postmaster, or an employee, and should be compelled to try all such cases on sworn affidavits or written questions and sworn answers, and should be compelled to make a written report of its findings and opinions, and have full power to make and enforce such orders as may be necessary to carry its said opinions into effect.

18. That in cases of urgent necessity and at the time of the known emergency occurring before Christmas, uncertified help should be authorized by law, both for the good of the service and in order to eliminate overtime during such strenuous periods in so far as possible.

Wherefore, your petitioners pray for such relief as the Congress and President of the United States may consider just and proper.

Mr. BELL. The next speaker is Mr. William Shippey.

STATEMENT OF MR. WILLIAM SHIPPEY, HUTCHINSON, KANS.

Mr. SHIPPEY. Mr. Chairman and members of the commission, I am sure that this is the greatest pleasure I have ever had in my life, to appear before a commission representing the greatest body of men in the world, the United States Congress, and the pleasure is added to when I realize that I am appearing for a body of my fellow workers.

The first thing that I want to take up is overtime in our office. We have very excessive overtime in our office. I compiled this data for September and October. We had 15 clerks in our office, mostly in the city and mailing divisions, who drew pay for 36 hours in September and 40 hours overtime in October. Three of those clerks in the month of September averaged 88 hours overtime apiece, one clerk working 111 hours overtime. In the month of October we had one clerk who worked 111 hours overtime, another who worked 117 hours overtime, another who worked 76 hours overtime, making an average of 101 hours and 20 minutes per clerk of overtime.

The Sunday law is violated in our office, and if I am any authority whatever, Congress gave us a law whereby they said that if we so chose, we might have one day of the following six for compensatory time, the following six after the Sunday on which the time was worked, and also on the following 30 days after holiday overtime was worked. In our post office we have one man who for nine consecutive Sundays and holidays in the months of September and October worked an average of 10 hours and 6 minutes. Can you tell me how it is possible for a man to compensate 10 hours and 6 minutes in one day, when 8 hours makes a working day? That seems to me to be a violation of the overtime law and a violation of the eight-hour law.

As to our sanitary conditions it may be that the commission does not realize that sanitary conditions bear very much on this, but I believe they do. In our office the sanitary conditions are miserable.

All summer long, since last March, we have drunk water out of an open bucket which sat within 15 feet of a sack rack and within 20 feet of a paper-distributing case where the dust flew into the open bucket. We had a small piece of ice to put into that bucket in the morning and it was gone by noon. The men who had to work the afternoon tour and night tour and early morning tour from 12 a. m. had no water at all except what came out of an open bucket.

Four years ago the back door of our post office fell down. It has been down for four years, and during that time they have advertised for bids, and because the bids were too high the door was not fixed. One letter carrier ruptured himself and the compensation commission paid him over a month's wages, paid for an operation in the hospital during that time, and yet the Government was unable to fix the back door because the bids were too high. They paid a clerk every Sunday night from 9 p. m. until midnight to stay there because they couldn't lock the post office. [Laughter.]

The department furnished us electric fans several years ago—I think something like eight years ago. They furnished electric fans because the office has a low ceiling and no ventilation and is a very hot building. Those electric fans are rotting in the cellar because of a too-high electricity bill. The postmaster absolutely refused to allow those electric fans to be brought up, and we have to suffer under the heat of a low ceiling and no ventilation because of that condition.

Another thing we have, Mr. Commissioner, in our office is that clerks are forced to do letter-carrier work, which I think is a violation of the law. We have a clerk in our office who works from midnight till 8 a. m. He is often taken and put out on a parcel-post wagon to deliver parcels because of a deficiency of substitute help. During the time that the Government groceries were in transit, which we all heard so much about, I was taken out of the office after my regular tour of duty and worked nine hours delivering groceries. I was sent out with a grocery wagon to check groceries off, but instead I had to carry them into the house, because the fellows didn't know how to carry a sack of beans. I worked 17 hours one day delivering groceries, 14 hours the next day, and 12 hours the next.

Mr. BELL. Do you happen to know what the receipts of your post office are?

Mr. SHIPPEY. I think \$198,000, but I would not make that as a certain statement.

Seniority is disregarded entirely in our office. We have had no eligible list for months, although examinations are held and we have some male applicants who take the examination and they always turn the job down. At the present time under the 60-cent rate we haven't a substitute clerk in the office, not a man on the eligible list. The last five appointees in the Hutchinson office have been appointed to daylight positions because the men who are working in the city division and the mailing division were too efficient to put on daylight jobs. They had to have them where they could do case work.

On Christmas day, the day that all men would like to have at least one hour with their families, I went to work at 3 a. m. and stood in front of a letter case for nine consecutive hours. That is a violation of the eight-hour law, because I shouldn't have worked but eight hours on a holiday anyway. Furthermore, I had nothing to eat in those nine hours. I stood right in one position in front of a letter case.

I think, Mr. Commissioner, that we ought to be allowed a little time for scheme study. Our city division reports to me that they have an average of 95 changes of address per day, and they are expected to keep up on those changes of address, yet they haven't a minute's time to study, and if the public kicks because of the service they are asked why they don't know the orders, yet when they are working the amount of overtime that they are it seems to me that it is impossible; it is beyond human endurance to study these things and keep up on them.

Our mailing clerks—you have heard lots about that and about the schemes that they have to learn, and they are in the same condition.

Just one other thing that I would like to speak of. The idea has been carried—I have noticed it in several of the meetings—that small cities are not hit by the high cost of living the same as the large ones. There is just one thing I would like to say, that Hutchinson is located at the gateway of the greatest wheat center in the world; that the Hutchinson Board of Trade reports that they handled more cars of wheat last week than any city in the United States except one. They handled more cars of wheat than the Chicago Board of Trade; this wheat actually went through the city of Hutchinson. That city is a flouring-mill center and yet we pay 25 cents a sack more for flour than I can buy Hutchinson flour for in Kansas City, Mo.

I believe, Mr. Commissioner, that is all, and I thank you.
Mr. Shippey submitted the following brief for the postal employees of Dodge City, Kans.:

BRIEF FILED BY MR. WM. SHIPPEY.

The undersigned employees of the Dodge City post office respectfully submit the following information for your consideration and guidance in the matter of a reclassification of postal salaries.

DETERIORATION OF SERVICE.

A. It is our honest opinion that the Postal Service has shown a marked degree of deterioration during the last five years and in proof of this statement we respectfully invite your attention to the ever-increasing number of complaints made by the public at large, the unfavorable criticism of the press, and the number of pieces of mail misdelivered or lost in transit. That this situation reflects with discredit upon the employees in the service is a matter of vital concern to us and we beg that the commission will use its best efforts toward restoring the service to its former standard.

ALLEGED CAUSES THEREOF.

B. We assign the following reasons as the probable and logical causes of the aforesaid deterioration in service:

(1) The increasing number of resignations from the Postal Service, especially within the last two years. See following table of resignations yearly covering period of last five years:

Resignations from postal service, Dodge City, Kans, 1915 to 1919, inclusive.

Year.	Name.	Position held.	Cause.
1915.....	Stillington.....	Clerk.....	To enter business.
1917.....	Meairs.....	do.....	For better wages.
1917.....	Griffin.....	Substitute clerk...	Do.
1918.....	Anderson.....	Clerk.....	Better position.
1918.....	Pagan.....	do.....	Do.
1919.....	Clark.....	do.....	Married.
1919.....	Gray.....	Carrier.....	Entered college.
1919.....	Fleeling.....	Clerk.....	Better position.
1919.....	Potts.....	Carrier (railroad)...	Dissatisfied.

LITTLE PROSPECT OF ADVANCEMENT.

(2) The prospects of advancement to the supervisory grades or of learning anything which might be of advantage to one in any other line of work is practically nil. The practice of filling postmaster positions through political appointment leaves the worker in the ranks without hope so far as bettering his position socially or financially is concerned.

OFFICES OF TIMES UNSANITARY.

(3) The unsanitary conditions of many offices throughout the country result in shipshod methods and a lowering of the morale of the force. In this particular office there is but one toilet for the use of both male and female employees. As there are practically 17 employees at this point, we consider the toilet facilities inadequate. The water pipe from which we obtain our supply of drinking water passes so near the furnace the water is rendered unfit for drinking purposes during those months in which the furnace is in use.

OVERTIME WORKED AT LESS THAN REGULAR RATE OF PAY.

(4) The practice of paying for overtime at less than the regular rate of pay does not tend to increase the efficiency of the man working same, nor does it offer any inducement to better workmanship. The overtime worked by a number of employees in this office during the last fiscal year was excessive, although necessary. This overtime affects principally those employed on city distribution and despatching shift. Four men hold this position, which consists of working incoming and despatching outgoing mail. These men take turn about working Sunday, two men being required on each Sunday, and on account of having no substitute competent to handle the work, they are deprived of taking their compensatory time off for same. The result is overtime for which they are paid at the rate of their regular salary divided by the number of days in the month in which the work is performed. We feel that since Sunday and holiday work is accounted overtime that we have a 26-day month. If such is the case, why is our salary divided by the total number of days in the month instead of 26 in order to establish the overtime rate? The following table shows the number of hours overtime worked by various employees during the last year, for which such pay was accepted, the amount received as pay therefor, and the regular rate of pay per month exclusive of Sundays and holidays:

Clerk.	Number hours overtime.	Amount received.	Regular pay per 30-day month, exclusive of Sundays and holidays.
Gilbert.....	350	\$156. 07	\$104. 35
Schoof.....	242	107. 97	104. 35
Garver.....	243	91. 58	91. 57
Hargis.....	88	29. 79	83. 33

OVER 100 PER CENT INCREASE IN COST OF LIVING.

C. (1) The following table of increases in price of various articles in the grocery line was furnished us by the Drake Grocery Co., of Dodge City, Kans.:

	1914	1919		1914	1919
Flour.....per sack..	\$1. 25	\$3. 00	Sirup.....per gallon..	\$0. 45	\$1. 00
Potatoes.....per bushel..	1. 00	2. 60	Soap.....per bar..	. 04½	. 04
Sugar....per hundredweight..	4. 85	12. 50	Lard.....per pound..	. 15	. 41
Steak.....per pound..	. 20	. 35	Coffee.....do....	. 35	. 60
Beans.....do....	. 08½	. 15	Rice.....do....	. 08½	. 20

- (2) In the year 1914 a house of five rooms, bath, furnace, and in a favorable location could be rented for \$16 per month. To-day the same house will rent for \$30 or \$35.
- (3) An increase in taxes on personal property and real estate have recently gone into effect. The increase being at the rate of \$7.15 per thousand. The tax rate per thousand in 1918 was \$22.85 and for 1919 is \$30.
- (4) A letter filed with the commission from the largest dry goods house in this part of the country shows that the price of various necessary articles of clothing have increased in price over 75 per cent in the last four years.
- (5) The following is a copy of expenditures from September 1, 1916, to September 1, 1919, inclusive, all taken from an itemized account kept by Olney T. Morgan, rural carrier No. 1, on 28.4 mile route.

First year expense per month.....	\$25. 05
Second year expense per month.....	35. 98
Third year expense per month.....	47. 54
Total.....	108. 57
Average per year.....	36. 19
Total investment.....	575. 00
Depreciation per year.....per cent..	20
Interest per year on investment.....	28. 06

D. That the wages paid postal employees do not compare favorably with the wages paid labor in other lines of industry is shown by the following table, which sets forth the increase in wages in various lines since 1914:

	1914	1919		1914	1916
Bricklayers..... per hour..	\$0. 50	\$1. 00	Plasterers.....per hour..	\$0. 50	\$1. 00
Carpenters.....do.....	. 40	. 75	Plumbers.....do.....	. 50	1. 25
Common labor.....do.....	. 35	. 50	Railroad clerks...per month..	50. 00	117. 00
Farm labor.....per month..	35. 00	65. 00	Railroad trackmen.....do....	50. 00	95. 00
Ice deliverymen.....per day..	2. 00	4. 80	Postal clerks.....do.....	66. 66	83. 33
Machinists.....per hour..	. 50	1. 25			

SUMMARY.

After considering the information outlined above, it is our opinion that the Postal Service has shown a marked degree of inefficiency for the reason that a great number of employees have resigned on account of low wages and few prospects of bettering their condition by remaining in the service. The department is finding it difficult to fill the places made vacant by the resignations of experienced men on account of the salaries paid not being sufficient to attract the more capable class of applicants, and the future chances of promotion not attracting the more ambitious ones. The employees still remaining in the service are finding it more and more difficult to maintain the efficiency standard expected of the Postal Service on account of the large numbers of inexperienced men coming into the service who remain but a short time and have no real interest in the work. We wish to call especial attention to the proportionately large numbers of school teachers who used to look to the Postal Service as a means of bettering their condition. Within the last few years there has been a very noticeable lack of such applicants for examination. To sum the whole matter up, the Postal Service no longer attracts the proper kind of men for the reason that other industries are offering greater inducements in the way of wages and opportunities for advancement in lines that permit of a greater degree of personal freedom in thought, action, and politics.

In order to eliminate the more glaring of the above defects, we beg to call your attention to the following recommendations, which we believe would make the position of the postal employee a tolerable one and result in bringing a more capable class of men into the service:

RECOMMENDATIONS.

1. All positions of postmaster to be filled through examination conducted under strict civil-service regulations. No applicant to be admitted to examination without having at least five years' previous satisfactory employment in the Postal Service.
2. Pay at a rate of 50 per cent above rate now in effect.
3. Such increase to be retroactive to July 1, 1919.

4. Pay at a rate of time and one-half for all overtime. Overtime to be limited to emergencies only. Emergency to be recognized upon joint declaration of postmaster and a representative of the employees affected.

5. Thirty days' sick leave on half pay. Employee to furnish certificate of such sickness signed by a reputable physician.

6. A time differential between day and night work of 15 minutes per hour. All work performed before 7 a. m. or after 6 p. m. to be considered as night work.

7. Exemption of window clerks from passing State scheme examinations and an examination of Postal Laws and Regulations to be substituted therefor.

8. All scheme study to be considered office work and time off allowed therefor.

9. Passage of Lehlbach-Sterling retirement bill.

10. Establishment of a court of appeals and grievances to which the employee may take his case and find justice.

11. Uniforms to be furnished city carriers who shall be compelled to wear same while on duty.

12. Local seniority system adopted. Carriers to be eligible to clerical positions, subject to seniority and efficiency rating.

13. More attention given to sanitary conditions in workrooms.

14. No further employment of noncertified substitutes.

15. Installation of time clocks in all first and second offices which are not now so equipped.

16. Rural carriers to be allowed a reasonable amount toward the upkeep and expense of their vehicle and equipment.

17. Recognition of the National Federation of Postal Employees, and the right of collective bargaining.

G. A. GILBERT,
LESTER H. SCHOOF,
LILLIE A. WELLS,
Committee.

Mr. BELL. The next speaker is Mr. W. H. McGrew, of Topeka, Kans.

STATEMENT OF MR. W. H. MCGREW, TOPEKA, KANS.

Mr. MCGREW. Mr. Commissioner and fellow clerks, I will make my remarks as short as possible. I realize that most of the things that I will say, and probably most the things that have been said before me to-day, this commission has heard before, and I will confine myself principally to the conditions in the Topeka office.

We pride ourselves in the Topeka office that we have one of the best conducted offices in the country, but at that, Mr. Commissioner, we have a great deal of overtime to work and we are in a condition at the present time that if one specialized scheme man in the office lays off we are stuck, and we are quite frequently stuck anyway. This condition is brought about on account of the low salary condition existing. Topeka is a railroad town and we all know the avigation in salaries of railroad employees. The railroad employees in Topeka have had their salaries increased anywhere from 100 to 200 per cent. The employees in the Santa Fe shops when postal employees were receiving \$100 a month were receiving \$75; now with those same postal employees working for \$1,650 per year those same men that were receiving \$75 a month when we were receiving \$100, are now receiving from \$175 to \$225 a month, and under those conditions you will readily see that we don't get the help that we should get, and the help that we do get, in a great many instances, is not nearly as efficient as the help that we originally got.

The finance clerk of the Topeka post office told me yesterday that during the quarter just ended, with about 45 clerks working, our overtime pay amounted to about \$1,200, and I know of clerks in the Topeka office that for one check, two weeks, have drawn as high

as \$25 and \$26 overtime pay; and this, Mr. Commissioner, is not because they particularly want to work the overtime, but because they absolutely have to have the money. We have one man in particular in our office that does perhaps as much or more heavy work than any laborer that works on the streets of Kansas City, who is required to work overtime every day that he works. He comes to work at 10 o'clock in the morning and works until 12.30 and eats his dinner. He comes back to work an hour later, at 1.30, and sometimes works until 11 o'clock at night, and in that length of time his department has handled over 40 tons of second-class matter and he has handled most of it himself. This man has repeatedly asked for help and has been told that they can't get it.

Mr. BELL. What is his pay?

Mr. McGREW. He is a \$1,650 man. He essentially has to be a scheme man, because he handles the out-going mail to the trains that come from the publishers. A great deal of that, as you probably know, is made up direct to towns. He has to have a working knowledge of practically all the towns in Kansas, Oklahoma and Nebraska, a great many of those in Colorado, California, New Mexico and Texas, in order to be able to deliver that mail. He has to do this scheme study just the same as the rest of us after he has worked that hard and worked those long hours.

Mr. BELL. What reason has been assigned for not furnishing him help, do you know?

Mr. McGREW. The reason is, I suppose, that the help can't be obtained. The help is not to be had that is efficient enough to do his work.

Mr. BELL. Is there an eligible register there for the clerical force?

Mr. McGREW. I have been told that the register is exhausted at the present time. I know we are working at least one auxiliary in the office at the present time. In the Topeka mailing room we have about, including supervisors, 25 clerks working. Of the 25 clerks working, including supervisors, there is one man that has what you might call "natural" hours all the time. That would be between—well, six in the morning and six in the evening. He is our foreman and goes to work at 6.45. We have two men that alternate. They work natural hours part of the time.

One of them is our assistant superintendent, who goes to work at 6.30 in the morning one week, but the next week he goes to work at 1.30 in the afternoon. The other is a distributor who works three months, goes to work at nine in the morning for the first three months, but the next three months he goes to work in the afternoon. For that reason we claim we should have a time differential on night work, because I know that in the Topeka office, and probably every other office in the country, there is a great deal of night work performed that is unnecessary. We work men after six o'clock in the evening on circular mail, and on second-class mail, monthly papers, men are required to work that class of mail after six o'clock in the evening, which could just as well be laid over until the next morning.

Our work frequently accumulates on us at the present time. While three or four years ago we used to think it was a very bad precedent if we allowed any mail to lay over from midnight until the next morning. Yesterday forenoon I finished up working some

mail in the Topeka office that was brought in a week ago to-day, and although I will state that that condition does not exist very often, it is frequently the case that mail lies there from Saturday until Monday, and sometimes Tuesday.

There is one other thing that I want to mention and that is seniority. We of the Topeka office feel that seniority rights should count for the better positions in the office. We have at the present time at least five lady clerks in the office that have been in there less than two years, and there are none of them that go to work earlier than eight o'clock in the morning or later than nine o'clock in the morning, and those employees have been in the service less than two years while there are employees that have been in the service for twenty years and are doing night work.

The overtime is our particular trouble in the Topeka office at the present time, and I would like to suggest that the best cure for overtime would be time off in lieu thereof. But if we can get an adequate salary, which I should say would be from \$1,800 to \$2,400—and another thing right on that subject, I don't believe that it is necessary for a clerk to work six years from the time he begins until he gets to his maximum salary. In the trades a man learns his trade in three years, and the post-office clerk if he doesn't become efficient in three years will never become efficient as long as he lives [applause]; and there is no reason why he should be required to work six years before he gets to the maximum salary.

In our scheme study we have in the Topeka office, all of us that master schemes have two States on general scheme, which means about three thousand to four thousand offices to handle, and it requires—we are required to take examinations at least once a year, and it will take any man, even if he has been going over that, it will take him from two to three hours a day for at least six weeks to get the knowledge necessary to pass that examination, and we should have time off to do that, because there are other clerks in the office that are receiving the same amount of money that we do and have natural hours—nearly all the scheme clerks have to work unnatural hours—that have natural hours and don't have anything in the shape of scheme study after they leave the office; when they leave the office they are free; and for that reason, Mr. Commissioner, we should have time off.

Mr. BELL. We are much obliged to you, Mr. McGrew. The next speaker is Mr. R. E. Milan, of San Antonio, Tex.

STATEMENT OF MR. R. E. MILAN, SAN ANTONIO, TEX.

Mr. MILAN. Mr. Commissioner, fellow workers: I shall be very brief in my remarks. I want to emphasize some other remarks that have been made, and I will confine most of what I shall say to our local office.

When an applicant takes a civil-service examination for post-office clerk and is appointed a substitute, he has no fixed time to serve before being made a regular clerk, neither has he any fixed salary. He may work one hour a day or one hour a week, or one hour a month; consequently a man of mature years with a family—it doesn't look attractive to him and that class of men do not enter the service. As a rule

the most of our male applicants and clerks are boys of immature years who do not take much responsibility. Many of them are in knickerbockers; some of them are school students who work after school hours.

Our office at San Antonio was crowded 10 years ago. Since that time the receipts have increased 300 per cent. We still have the same work room. Often during the rush periods and the rush hours clerks coming to and from work have to wade through, step over, and even step on piles of mail in order to get in and out of the office. The rural carriers and city carriers are crowded off down in the basement in the junk room and in the boiler room. The lady clerks have a small room that has an outside window that opens onto a loading room—no direct outside window. This room serves as a toilet and cloak room, and also serves as their lunch room, unless they are allowed to eat their lunch in the work rooms. As a rule most of them go outside or go home.

Mr. BELL. When was that building erected down there, Mr. Milan?

Mr. MILAN. The last addition was built about 11 years ago. We have the most unique post-office building I have ever seen. It represents an old Spanish fort of about the fourteenth or fifteenth century. It has a large watch tower extending way up. Two years ago some of those stones needed replacing, and they spent several thousand dollars in replacing a few of them, but for the last 10 years we have not been able to have any addition built to our work room. This crowded condition seriously hampers the proper handling of the mail.

As to hours of duty, over 55 per cent of our clerks either begin or finish their tour between the hours of 6 p. m. and 6 a. m. In one division alone, one of the distributing divisions, out of 38 clerks, three of them work daylight hours; the other 35 work all of their tour, or begin or finish it, between the hours of 6 p. m. and 6 a. m.

Now, the effect of night work on the clerks is very obvious. A man with a family likes to be at home with his family in the evening; a young man likes to be out in the evening, consequently no one likes the night work. We think considerable of this night work could be eliminated. One way, I think, that it could be eliminated without any serious hampering of the service would be to take circular mail and catalogues mailed in the evening and allow them to lay over until the next day. We have one large firm that mails circulars late in the evening, sometimes 100,000 at a time, and when he mails them he tells us that he is not in a hurry about them going out—to let them wait until the next morning—but sometimes even then we are compelled to work them up at night and stay overtime and work them up.

Now in the building trades, practically all of the trades in that town, there is a differential for night work, in every one of them that I have investigated.

Now as to overtime—I believe that has been touched on pretty well, but I would like to emphasize that our overtime we are not paid the proper rates for. It should be at least 20 per cent greater than it is, and to penalize overtime make it time and a half, and I think that will almost eliminate overtime. A man can do practically as much work in eight hours as he can in ten or eleven or twelve. When a clerk goes on duty and knows he has got a twelve-hour shift, he times himself so that he can stand twelve hours' work. If he works at top speed the whole twelve hours, he would not be a clerk very long.

Now as to scheme study, we throw the State of Texas. It has approximately 3,000 offices. It takes considerable time to learn this. We have to know—in the mailing division they have to know where every office in the State is. We have to make it up into R. P. O.'s. We make it up, say, in ones, twos, and threes for the R. P. O. clerks. We have to know the schedule of the trains, what is the first train that will reach this place. There are several thousand facts that have to be memorized, and this scheme study falls on a class of workers, as a rule, that are in the distributing section, and they are also hit very heavy with night work. I don't think we can ever have an efficient mail service until something is done to relieve the distributing sections, because they are hit hard with the scheme study and the night work.

As to wages, labor in our town is probably cheaper than in any place in the State—probably any place in the United States. We have a large amount of Mexican labor that comes from Mexico. They can't speak any English, and consequently labor is considered cheap. Last year the cotton pickers received \$2.50 a day, and a number of them would earn \$10 or more a day.

Mr. BELL. Two dollars and fifty cents a day, or \$2.50 a hundred?

Mr. MILAN. I should say \$2.50 a hundred. A good cotton picker will pick 400 pounds a day. Many of them pick more than that, and those Mexican peons earn \$10 a day, which is more than twice the amount of salary of a post-office clerk.

The building trades of San Antonio, their scale ranges from \$6 to \$8 a day. They get time and a half for overtime and double time for holidays and Sundays.

For a five-year period the receipts of our office increased 154 per cent. The number of clerks increased during that same period 56 per cent. In other words, the work increased approximately three times as fast as the number of clerks.

Mr. Milan submitted the following paper:

BRIEF FILED BY MR. R. E. MILAN.

Our post office at San Antonio, Tex., was crowded 10 years ago; although the receipts have increased over 300 per cent during this same time, we have no additional floor space. Sometimes during the rush hours and the busy season clerks are compelled to wade through, jump over, and even step on sacks of mail, getting in and out to work. The rural and city carriers have been crowded off down into the boiler and junk room in the basement.

The congested condition of our office causes unnecessary work, hampers efficient service, and is responsible for many cases of sore throat and colds which are very common.

Fifty-five per cent of our clerks either begin or finish their work between the hours of 6 p. m. and 6 a. m. Their hours are as follows: 12.30 p. m. to 8.30 p. m., 4 p. m. to midnight, 6 p. m. to 2 a. m., 10 p. m. to 6 a. m., 11 p. m. to 7 a. m. The distributing and register clerks have the greatest amount of night work, in one distributing section there are three-day tours and thirty-five night. We think a differential in pay for night work would be but fair.

Night work is antagonistic to the laws of health and nature, it breaks up the home life and thrusts the responsibility of the home on the wife, it causes additional expense in the way of extra, irregular meals, light, fuel, etc.

We think some of the night work could be eliminated without any serious detriment to the service. We suggest circulars, catalogues, etc., mailed late in the evening be held over for the day tour, and more effort advising big firms to mail early.

Clerks in the distributing section have a considerable amount of extra work such as scheme study, correcting scheme, throwing examinations, etc., which is done on the clerk's own time; this extra work varies from one to four weeks during the year. We think it but fair that some consideration be given this matter.

According to Dun and Bradstreet, the cost of living has increased 131 per cent since the World War began; counting the war bonus, clerks in the lowest grades now receive a 50 per cent increase, while clerks in the highest grade, receive a 29 per cent increase.

Clerks in the lowest grades receive \$3.33 per day; clerks in the highest grade receive \$4.58 per day. The scale of wages paid in the building trades at San Antonio, Tex., ranges from \$6 to \$8 per day, with time and a half for overtime and double time on Sunday and holidays. Unskilled labor in our vicinity earned from \$5 to \$10 per day in the cotton fields picking cotton this fall.

During the fiscal year ending July 1, 1919, we had 14 resignations from our office, representing a 14 per cent labor turnover. During this same period, the Standard Oil Co. claims to have had less than a 2 per cent labor turnover. Half of our resignations were from clerks in the highest grade, who were the most experienced, expert workers in the office.

A number of clerks are forced to follow outside employment working before and after their hours of duty at the post office, in order to support their families; they do manual labor, clerk in stores, in fact do most any kind of work they can find. Some clerk's wives are forced, through necessity, to work, leaving the children at home to rustle for themselves; some postal workers are forced to take their children out of school in order that they too may help earn bread; many of us are forced to go in debt in order to supply our families with the necessities. Debt is a cancer that eats the heart out of a worker. Our families see others enjoying little comforts that they are deprived of, that they feel that they are entitled to. Pay day is our melancholy day. We try to make it cover the high cost of living, but it can't be done.

From July 1, 1914 to July 1, 1919, the receipts of our office increased 154 per cent, during that same time the number of employees increased 56 per cent, the work increased nearly three times as fast as the number of employees increased during this five-year period, but we do not mind lots of work and can put up with most any condition, if we are only allowed a salary that will enable us to support our families as we feel they are entitled.

The postal worker has a record during the war that is excelled by none, yet the public generally do not fully realize it. Many of our trained workers went into the great Army and Navy, thus reducing the number left.

Practically every department at Washington had unusual duties to perform, and they dumped tons and tons of their work on our shoulders, when we were already heavy loaded. When the Treasury Department floated the five great loans, when the draft act was put into operation, when it became necessary to distribute war revenue stamps, when the campaign for food conservation was entered upon, etc., they all asked the Postal Department to assist them, as we were the only Government organization that could easily reach each individual.

They unloaded tons and tons of propaganda on the postal worker, realizing the postal workers could distribute it quicker than any other Government organization. Gentlemen, the postal workers stood by their guns, no task was too big, no matter how tired or how late into the night it took him.

We come before you to-day with a clean record and a heavy burden—the burden of an inadequate salary—but we feel when our cause is weighed in the balance it will not be found wanting.

Mr. BELL. Mr. Maurice Foster is next on the list.

STATEMENT OF MR. MAURICE FOSTER, CLINTON, OKLA.

Mr. FOSTER. Mr. Chairman, fellow workers, I am here as a representative of the clerks of second-class offices. I note that your hearings have been conducted in the larger cities of the country, and as has been the case here this afternoon, by far the greater part of the testimony has been given by the first-class offices. Now it is not our purpose to knock on their claims to a salary raise. We don't want to pull them down with us, but we would like to be put up with them. No doubt you have been impressed with the large amount of business which is done by the larger cities, but we call upon you not to overlook the fact that the hundreds of the second-class offices dotted all over the United States are carrying the same

service to the people served by them. There is no service performed by first-class offices which is not also performed by second-class offices: nothing from the canceling of the stamps to the registration of alien enemies and the selling of groceries.

Mr. BELL. It is just merely a difference in the volume of business?

Mr. FOSTER. Merely a difference in the volume of business.

Briefly, our grievance is that we are receiving \$100 a year less salary than clerks in first-class offices. We have been for a long time, and are still, in that position. We believe that the clerks in first-class offices themselves have recognized the justice of our claim and have not asked for any distinction in salaries. However, they have not been receiving the same, and our contention is that we should receive the same, and we ask that in any classification of salaries and grades which Congress may see fit to enact, that we be given the same classification in salaries as clerks in first-class offices.

We believe that Congress indorsed that by the adoption of the temporary reclassification law of 1918; which became a law July 2, 1918, in which the salaries of post-office clerks were made from \$1,000 to \$1,500, and no difference was made in the salaries of those offices. However, provision was made that the salary of a post-office clerk should not be increased more than \$200 during the fiscal year, and as a result of that the clerks in the highest grades in second-class offices who had been receiving \$1,100, then received \$1,300, and clerks in first-class offices then received \$1,400—those in the highest grades—and after July 1, 1919, with the automatic promotions the clerks in first-class offices, I believe, received \$1,500, while the clerks in second-class offices received \$1,400.

We think we have to work just as hard; that the entrance requirements are just the same, and that we are just as competent. There is this difference in the organization of first and second class offices: in a first-class office the work is specialized. There is a division of duties. There a clerk has only one special line of work to perform—I think that is true in most cases—and we don't deny that he becomes an expert in his line, and perhaps reaches a degree of efficiency which is seldom reached in that line by a clerk in a second-class office. However, that is not the case in second-class offices. It is necessary that each clerk be able to do a number of different kinds of work. His every day duties require it. He must know how to dispatch mail and study the schemes and know city distribution; he must understand the selling of stamps and stamped papers, and must know the money-order system, the registry system; he must be an obliging window clerk and know how to deal courteously with the public; he must be able to handle matters of loss and damage and claims for adjustment. It might be almost amusing to clerks in first-class offices to know just what my duties are, but at sometime or other during the year, on account of clerks being away on vacation or absent for other reasons, I have to relieve every clerk in the office. My case is typical, I think, of clerks in second-class offices, and there is no branch of the service but what I am required to keep familiar with. I even at times have to relieve the postmaster or assistant postmaster, inasmuch as they do clerical work. There is no line of work done in the post office that I am not required to keep familiar with. All of this requires time and study, much of which is done outside of working hours. We have to read every order that

is issued by the department affecting the service; we must study the postal laws and regulations, and we think that we should be compensated equally with clerks in first-class offices.

Mr. Foster submitted the following paper:

STATEMENT FILED BY MR. MAURICE FOSTER.

The post-office clerks of the seventh congressional district of Oklahoma are fully aware that your honorable body has already received much information relating to the salaries and living expenses of post-office clerks. We therefore deem it unnecessary to again call your attention to the high cost of living. However, we have a special claim to present in the matter of salary adjustment.

In this district there are no first-class post offices. This body is composed entirely of second-class offices. It is for the clerks in the second-class offices that we desire to speak. We wish to call your attention to the fact that clerks in first-class offices have for a long time and are still receiving \$100 more per year than clerks in second-class offices. Under the salary law of 1907 as amended in 1913 clerks in second-class offices entered the service at a salary of \$800 and could be promoted to a salary of \$1,100. Clerks in first-class offices entered the service at the same salary as those in the second-class offices but could be promoted to a salary of \$1,200. Under the temporary reclassification which became a law July 2, 1918, clerks in both first and second-class offices entered the service at \$1,000 and could be promoted successively to the \$1,500 grade. However, provision was made that the salary of the clerk should not be increased more than \$200 in the fiscal year. As a result of this clerks in the highest grade in second-class offices who had been receiving \$1,100 then received \$1,200 and clerks in the highest grade in first-class offices who had been receiving \$1,200 then received \$1,400. This law was continued in effect for the year ending June 30, 1920 and with the automatic promotions provided for the salary of clerks in second-class offices after July 1, 1919, was \$1,400 and the salary of clerks in first-class offices was \$1,500. We admit that under the terms of this law clerks in second-class offices would ultimately receive the same as clerks in the first-class offices and we believe that in the adoption of this schedule of salaries Congress has indicated that it felt that there should be no difference in the salaries of clerks in first and second-class offices. However, the law has not yet resulted in their receiving the same.

We have read some of the statements which have been submitted to the commission, showing the appalling amount of business transacted by the post offices in some of the larger cities. We hope, however, that you will not overlook the fact that the second class offices are performing the same service to the smaller cities of the country. There is no line of work performed in first class offices from the canceling of postage stamps to the registration of alien enemies and the selling of groceries which is not performed in second class offices.

While the general duties of the clerks are the same, we believe that our work is just as arduous as in first class offices. We believe that the work in second class offices requires even a broader knowledge of Postal Laws and Regulations than in first class offices. In first class offices there is a division of duties which can not be wholly carried out in second class offices. The clerk in the first class offices specializes in one line of work. It is not denied that he becomes an expert in his work and reaches a degree of efficiency which perhaps is seldom attained by a clerk in another assignment. Not so in the second class office where a clerk must be able to perform several different kinds of work. His everyday work includes various duties and because of the fact that he is often called upon to relieve another clerk who is away on vacation or absent for other reasons he must be prepared to do every and any kind of work done in a post office. He must study schemes and be able to dispatch mail. He must know the city distribution. He must know how to deal courteously with the public—must be an obliging window clerk; he must be able to attend to a considerable amount of correspondence; and must have some knowledge of accounts. He is required to familiarize himself with the registry and money-order systems. In fact, he must know every branch of the service and must read all orders issued by the department. All this requires a close application to duty and a large amount of study, much of which is done outside of working hours.

As to the cost of living, we are confident there is no material difference. The rising costs of all the necessities of life affects the cities and towns alike. While the people of the smaller cities are closer to the farm and can buy farm produce cheaper than in the cities. On the other hand there are markets in the cities where fruits and vegetables are sold direct to the consumer. The city worker also has the advantage of bargain and sales days which are not accessible to those living in smaller cities and towns. Conditions which formerly made for cheaper living in the smaller cities have

changed. As an instance, we cite the fact that there is no longer a local butcher who kills his own meat. All his meat is received by express from the large packing houses. This is true of a number of other articles which once were prepared and sold on the local markets. They now pass to the large centers before being returned for sale to the consumer. We also wish to call your attention to the fact that numerous articles of food and household necessities are now sold in standard packages on which there is a universal price. This can be verified by any grocer. This is also true of some articles of wearing apparel, especially certain brands of hats, collars, etc. As for entertainment, picture shows cost more in smaller cities. In the matter of taxes, we believe that taxes are fully as high in the smaller cities as in the larger cities. According to a recent statement the per capita indebtedness of fifty of the larger cities of the country is \$80 per capita. The indebtedness of a certain city in this district is \$200 per capita. The civic, benevolent, and church donations are just as large.

We can not speak for the country in general, but in southwestern Oklahoma the salary of post office clerks suffers badly by comparison with the salaries paid to individuals and corporations. Every office in this district is either in or near the oil fields, and the high wages paid for oil field workers has a tendency to raise wages all over this part of the country and in all other lines of work.

Having called your attention to what the clerks in second class offices feel keenly as an injustice toward them, we wish to ask that in whatever salary classification Congress sees fit to enact that the clerks in second-class offices be compensated the same as those in first class offices. We feel confident that you will be able to see the justice of our claims.

Mr. BELL. The next speaker is William Gilmore.

STATEMENT OF MR. WILLIAM M. GILMORE, TULSA, OKLA.

Mr. GILMORE. Gentlemen of the commission, I do not believe that I could say anything in regard to salaries and working conditions that would be new to you or would be new to these gentlemen here. We have a new post office which is only about half large enough. We have a postmaster who is a successful business man, and all our supervisory officers, commencing with the assistant postmaster on down, are practical post office men and have risen from the ranks - commenced and worked their way up in the post office.

As regards the work in the office and the night work, the overtime, we have that to contend with just as you have been listening to these other gentlemen tell about.

The main thing that I want to call your attention to is the salary increase. We don't receive enough money for the work, and I think that about three-fourths of all these other evils that we are talking about or have complained about would be cured by the salary increase. That is the crux of the whole matter. I think if a man was on the surgeon's table and the surgeon was going to operate on him, and he had a finger off and his ear was out of fix and he was shot through his leg, and through the heart or lungs we would attend to that first. This illustration applies to the proposed salary increase. I think with the proper salary and the proper increase, many of these other matters will right themselves. This is the way I feel about it.

Of course, the post-office clerks have stayed with the Government all through the war and stayed on a low salary. We have been working on the same salary and have seen our living expenses double, but we thought it was our duty. We should have done that and we don't deserve any praise for it. It was only our duty, but I do believe we deserve an increase in salary. Everything tends to show that our Nation is just facing a great era of prosperity in all lines of business. All lines of private business are preparing for it, issuing circulars and figuring that the prosperous times are coming. What

does this mean to the Post Office Department? It means more work and better work, and it means that the Post Office Department is going to be picked, or we are going to pick—that we are going to let the private concerns pick our best men out of the service and we will take the left-overs and the pickings. We are going to do that or else we are going to pay salaries enough and have working conditions such that we will keep all these experienced men, and instead of having these private concerns pick our best men out of the service, the Postal Service will appeal to the better class of clerical workers in the other lines of work. Just as long as conditions are the other way, we are not going to get the efficiency that we should have. It certainly looks as though the United States Government could pay enough money, and will do it, to make the Postal Service the pride of the Nation, but we can't expect the efficiency that the people are demanding of us at the salaries we are paid. When a man in our own local office down here, who before this salary increase was getting \$1,000 a year working in the registry department, can step across the street and commence work at \$150 a month, \$1,800 a year, you can't keep them in the department at the present low salaries. We have had the head of the money-order department resign twice within six months, and we have lost out of about 64 clerks in the Tulsa office, 33 by resignation since July 1, 1917.

I think the gist of the whole matter is higher salaries and more opportunity for advancement. This is the panacea for all the ills that we have been complaining of, an increase in salary and then demand efficiency and make the tests whatever you will. It will attract the men that will come up to these tests, but you can't expect it unless you pay for it. I don't see how we can expect it.

Another matter that I want to call your attention to is that I believe that the clerks of the money-order department, the registry department, the parcel-post and the stamp departments, and all clerks that handle moneys and are responsible for them, should be classed as special clerks. They have the same responsibilities and requirements that the other clerks have, and in addition to that they have to be responsible for any monetary losses. For instance, a registry clerk handles hundreds of thousands of dollars a week. Some banks bring in as high as \$25,000 at one time. This is probably true in our office more than in other offices. It would be very easy for a clerk to lose his month's salary, and he has all this responsibility, and I believe that he should have a little extra pay for it. He should be a special clerk. If he doesn't get any more salary, what is the use of his being the head of the department? As one head of a department said to me recently, "What is the use? I am the head of the department; the others working under me get the same salary as I do, and I am responsible for the conduct of the department." I think this should be remedied by making the men who are responsible for these funds special clerks.

Also I want to say amen to all that has been said on the subject of working overtime. If a man works eight hours on Saturday and then is compelled to work eight hours on Sunday or a holiday, he gets less pay per hour for this overtime than for regular time. This is crying injustice and should be remedied.

In conclusion will say: I believe, as I have said, that the salary question is the gist of the whole matter. Most of these other things

will work themselves out. We will forego a great many pleasures if we are paid living salaries. A man will work in a packing house if you pay him enough money, but he won't work in a flower garden if he isn't getting a living out of it.

Mr. Gilmore submitted the following paper:

The average salary of the 33 clerks who resigned since July 1, 1917, is \$1,417. Their average living expense, estimated by reports received from clerks in various parts of the office and various grades, is \$1,480. So it will be seen without overtime and Sunday work or doing some other line of work after hours that it is impossible for them to meet their living expenses on their present salaries. Most all the clerks who resigned left the service to accept better positions, as the Postal Service pays a lower salary than the other first-class business concerns of the city.

House rent is based on a rental of at least \$10 per month per room for ordinary four and five room houses unfurnished.

Representing the clerks of the Tulsa office, we most respectfully request that you use your influence to have the salaries of the post-office clerks placed at \$1,500 as an entrance fee and graded in five successive grades up to \$2,300 with special clerks retained at \$2,400 and \$2,500.

The Postal Service is a great work in a great and growing Nation, and if we would keep this service abreast the times we must pay salaries commensurate with that paid by other first-class business concerns in order to make the service attractive to the better class of clerical workers and thus keep up the high efficiency which is expected of us. We would also ask that you recommend making special clerks of heads of stamp, money-order, register, and parcel-post departments and all clerks handling moneys for which they are held accountable, as this responsibility for the handling of these funds is in addition to all things they are held to account for in common with other clerks of the same grades.

Mr. BELL. The next speaker is W. S. Branaman, of Wichita, Kans.

STATEMENT OF MR. W. S. BRANAMAN, WICHITA, KANS.

Mr. BRANAMAN. Mr. Chairman and gentlemen, I have been in the service about 12 years and a half. I have seen a little of the ups and downs and have worked night and day and most every other time, have worked every hour in the 24, have had some scheme study to do. I haven't had any of that lately, I am glad to say, and I hope I never will have any more. I believe if I were to have to study a scheme now I would quit the service right away.

My view of this matter is that there is not very much chance of argument. If any man can tell me why a man should work now for \$1,500 when he drew \$1,200 for the same work 8 or 10 years ago, I haven't got very much to say. We all know very well that \$1,500 or \$1,600 now will not go as far as \$1,200 did eight years ago. I can see no good reason why a man should not be able to buy just as much of the necessities of life with a month's salary now as he did any time previously, 8 or 10 years ago, and whenever we get enough wages to do that, I think we will be satisfied. I don't believe you can step into a store of any kind and buy an article now that has not increased 100 per cent in the last eight years. If there is any such article I don't know it. Now I might be wrong, but that is my idea.

The Post Office Department expects a man to work eight hours for them, and they don't expect you to work any other place. They want your time and the best of your time. They consider your time belongs to them. Now, what we want, and what we are asking for is a 25 per cent increase over the \$1,650 which we are now getting, which would make us \$2,000. The entrance salary would be \$1,500. I

think that that would place us in a position to get along very well, and I don't think that we would be satisfied with anything less.

In my position I have worked several subs in the last year, and about 9 out of 10 of them are not able to perform the work you put them at in the manner they should perform it. We worked one man on auxiliary time almost one year, because he was too old to take the examination, and we had nobody on the list to do the work.

Mr. BELL. How is the eligible register at your office now? What is the status of it now?

Mr. BRANAMAN. We have a few eligibles now. A great many of them are colored.

I dare say that this young man here from Clinton, Okla., who spoke before me would be in better shape to perform the duties in a first class office—he would be in better shape to perform any work you put him at in that office—than to take a man out of a first class office and put him into a third class office to do that work. He has a better knowledge of the Postal Laws and Regulations. I find that to be the case.

Now, in Wichita, Kans., we have an office that was built 20 years ago; I don't know how much longer. There have been some little additions built to it since, but it is not what it ought to be. We need a new office and we need it bad, and we would appreciate any favors that you can show us at any time toward that end.

I believe that is all I have to say. The ground has been well covered, and I shall not take up your time to try to give you any wage scale. However, I would just like to say I like my work and I take a pride in trying to do it in the best possible manner. But there is one thing we do not like to do and that is this: We do not like to work overtime for less money than our regular wage or to work overtime for 56 cents for an hour when a "sub" draws 60 cents per hour for the very simplest kind of work. We think we are worth just as much as a "sub." I thank you.

Mr. BELL. You can file any statement that you care to. Mr. Branaman.

Mr. BRANAMAN. I have a statement here.

Mr. Branaman presented the following paper:

STATEMENT SUBMITTED BY MR. W. S. BRANAMAN.

In asking a raise in pay commensurate with the inflated value of the dollar, the postal employees wish it distinctly understood that the request is made in an orderly, rather than in a bolshevistic spirit. Our plea is insistent, and we feel that the departmental heads will realize the dire and pressing need of the advance requested.

It is not that we will quit work for the Government in order that the Government may be embarrassed, but that many of us must perforce change employment and employers or actually suffer for want of a decent living.

The raise we ask is an advance of 25 per cent. Clerks drawing \$1,650 under the present scale would draw \$2,062 under the advanced scale or \$1.25 for each \$1 now paid. But it is too well known to admit of dispute or demand argument, that the \$2,062 will not buy as much now as the \$1,200 did in 1910, when the present wage scale was adopted. This is true whether we express it in terms of house rent, provisions, or any other of the necessities of life.

Postal clerks can not accomplish the impossible. They can not live on less than day laborers or half-skilled laborers. A hungry dog may make the best hunter, but we "postal dogs" will soon become too weak to hunt unless our pay is increased in proportion to the pay of other laborers. An adequate pay will mean adequate efficiency; for no man can work up to his best if he is all the time strained for the ordinary

means of existence. Put yourself in the place of the postal clerk who tries to make ends meet on \$137.50 a month and support a family. There the argument ends.

We have made our request moderate with full faith that the good sense and good will of the department officials will grant it without delay or quibble. That faith remains unshaken.

Mr. BELL. The next speaker is T. E. Garvey, of Atchison, Kans.

STATEMENT OF MR. T. E. GARVEY, ATCHISON, KANS.

Mr. GARVEY. Mr. Chairman and fellow workmen, much of the ground has been covered—in fact, practically all of it—this evening by brother clerks who have preceded me, and therefore it is unnecessary for me to make much of a talk.

My brother from Hutchinson, I believe it was, remarked that they had no such thing as an eligible list in their office. Now, we had an eligible list of two in our office in Atchison who accepted positions the day before Christmas and resigned the day after, so we have no eligible list at the present time in our office. We have one substitute clerk in our office who is not only inferior, but in the way. [Laughter.]

Now, in regard to the overtime, much of it is performed in our office. I have worked nine hours a day, for a week or two weeks at a time and I am one of the men that works unnatural hours and one of the men that does the heavy work, and when a new employee is taken into the service he is gifted to some lighter position and given 60 cents an hour, and I am continually telling him what to do and how to do it, yet he earns about 10 cents an hour more than I do.

As an instance of people outside of the mail service, I just want to quote to you one instance of a colored man who is perhaps 65 years of age and has but one arm, who is a railroad crossing watchman in our city and who has a sign with the word "Stop" in great big black letters printed on both sides. He couldn't possibly make a mistake if he wanted to, as you will readily see. This man drew \$125 a month for eight hours' work which was the same salary that I drew previous to July, 1918.

Now, of course, the commission here has been stuffed a great deal on the high cost of living, but we are down here to ask for more pay to meet this cost. The last report of Dun and Bradstreet indicated that the cost of living had gone up 131 per cent in the last five years. Now, we have received an increase of but 37 per cent, or something about that, and we didn't receive that until after the war was over. We carried the burden of this war for three years before we received any additional compensation whatever. Now, in order to meet living expenses, and merely get by with the commonest kind of a living, I have compiled here the cost of the different items, the necessities. The house which I rented previous to 1914 for \$18 a month now costs me \$35, or an amount annually of \$420. Fuel for my house one year, \$119. For this same soft coal which I used to buy for \$4 a ton, I am now paying \$9. And, so it goes on down the line. Fellow workmen, it isn't any use to waste any time itemizing these accounts; you all know as well as I do that we are not getting enough money.

Mr. BELL. I would like you to file that statement you have.

Mr. GARVEY. I will do that; yes, sir. The total cost of my living for the very commonest kind of living for last year was \$1,667.40. I

have augmented my earnings to the extent of several hundred dollars by outside labor.

Now, Mr. Commissioner, I will leave this statement with you.

The statement referred to follows:

STATEMENT SUBMITTED BY MR. T. E. GARVEY, ATCHISON, KANS.

To the postal-wage investigating committee, as representative of the clerks of the above-named post office, I submit the following reasons why we should be given a larger compensation:

In the first place, we are handling about one-third larger volume of mail matter than previous to the late war. The possibility of obtaining competent help to handle the increased volume of mail throws additional burdens on those of our ranks, who are competent to perform these duties, and in view of the fact that the cost of living has increased approximately 130 per cent in the past three years, we find our present salaries inadequate to meet the cost of a very plain living. Therefore, I have augmented my salary by performing labor outside of the service. We ask that since we uncomplainingly held the service together during the period of the war that we should now be rewarded for our faith shown during such strife. We ask for a differential for all holidays and overtime performed outside of regular tours; for the enactment of a retirement law, and ask that we be given an entrance salary of \$1,800, with a maximum salary of \$2,400 per annum.

Mr. BELL. The next speaker on the program is Theodore P. Brown.

STATEMENT OF MR. THEODORE P. BROWN.

Mr. BROWN. Mr. Commissioner, acting on the suggestion of the secretary, Mr. Beasley, I prefer filing my brief, and as I can not improve or enlarge on anything that has been said, I will give my time to some other speaker.

Mr. Brown submitted the following brief:

BRIEF SUBMITTED BY THEODORE P. BROWN.

Owing to changed living conditions, brought about by the great increase in the cost of living since the passage of our salary bill of 1907, and particularly during the last five years, the post-office clerks find our salaries as at present defined by law, augmented by the bonuses voted us by Congress the last two years, and all overtime, and other means that we have employed to increase our earnings, are still inadequate. We therefore petition for an increased salary, one that will more fully meet the requirements of the present and that will be equitable, the interests of the Postal Service, the public, and ourselves considered, for meeting the demands of the future.

A salary of three mandatory grades is hereby suggested: First, \$1,800; second, \$2,100; third, \$2,400.

Attention is hereby kindly invited to the difference in the nature of the duties performed by some compared to others for which no consideration has ever been given, such as scheme study, night work, and those whose duties are of such nature as impose upon them a financial and in some cases a supervisory responsibility; also those who are required from time to time to work overtime.

For scheme study, a standardization of bonuses, such bonuses to be determined by the number of facts to be ascertained through passing a successful examination and such schemes as may be provided by the department; for night work, a time differential; for those assuming a financial or supervisory responsibility not otherwise recognized, a salary differential; for all overtime, time and one-half.

Believing that greater interest in the Postal Service among the employees will aid in promoting a higher standard of efficiency, we suggest that in order that this interest may be encouraged, all promotions to supervisory positions be made from the ranks of those engaged in performing the duties in the section, division, or station over which such supervision is to be conducted; all qualifications being equal, preference be given seniority of service in such section, division, or station. Such a course by the department we believe will greatly encourage all to greater effort and closer application to detail in the performance of our respective duties.

Mr. BELL. The next speaker is Mr. Leslie E. Delahay, of Jefferson City, Mo.

STATEMENT OF MR. LESLIE E. DELAHAY, JEFFERSON CITY, MO.

Mr. DELAHAY. Mr. Chairman, I desire to speak on the overtime question. The overtime in our office is pretty heavy. The first three months of the year, owing to the fact that we are a very small office and the State capital is located there, and the State department, especially the automobile department, are very heavy in their mailing at this time of the year, and from now on until the first of—well, January, February, and March we can expect to work from three to four hours every day overtime. I think it is an injustice to ask a regular clerk to work this overtime and to underpay them for the overtime—that is, in considering the regular time and basing the overtime on the 30 and 31 day month.

One thing I would like to see this commission recommend is that the overtime be paid according to the number of days that we are actually working during the month.

In our office we have no eligible clerks. We can't keep them. During the war one of our clerks was in the service 18 months, and in that time 12 substitutes quit. One man came in, worked four hours and walked out. Another man worked a week. And right now we had a great deal of difficulty in getting help for the Christmas rush, and the postmaster put his daughter in to general delivery two days to help out during the Christmas rush.

Another thing that makes the mail so heavy in our office at this time, we have a very large printing plant down there that makes a specialty of seed catalogues. They print these seed catalogues for probably 8 or 10 States in the Union, and these catalogues are mailed out from our office. The mailing lists are sent there and the catalogues are mailed out from our office to save these houses the expense of freight and the express.

The matter of special clerks is another thing that I don't think is right. I think the law ought to be remedied to state as to who the special clerk shall be. Now in our office one special clerk was justified in being appointed a special clerk, but one of them is a man that has never worked a night in his life, and he has no scheme study, he has never thrown a scheme, and he works the natural hours of the day. He has a day-light tour, but still that man is in the general delivery and is a special clerk. None of the special clerks in our office have been taken out of the mailing division. Another thing, there is the scheme study and the home study, and I think that clerks ought to be compensated for the number of hours that they put in in the home study. As one gentleman said, it takes him from two and a half to three hours a day for six weeks or two months to get up on this examination. These special clerks in our office have never put in an hour's study, but still they draw more money than the men that put in the hours of home study and that work from three to four hours overtime every day for probably three months. That is another thing that I would like to see remedied.

Another thing that I think ought to be established is the appeal board. A few years ago the postmaster in our office granted \$100 increase to a man that had been in the service six or seven years, in preference to men that had been in the service twelve or fifteen years. That was a carrier, but the same thing could have happened with the clerks.

The long years of night work ahead of the clerk substitutes that are coming into the service is one thing that caused them to get out. There were a number of these substitutes that resigned during the war, and I asked them for a statement as to why they had resigned. They said the night work ahead of them and the scheme study and the inadequate pay of the postal service was the reason why they were getting out of the service.

Now I believe that is all I have, Mr. Chairman.

Mr. BELL. You may file any statement that you desire to.

Mr. DELAHAY. I will file my statement.

The paper referred to follows:

BRIEF SUBMITTED BY MR. LESLIE DELAHAY.

In the following statements, the postal employees of the office at Jefferson City, Mo., will endeavor to set forth their views on reclassification of salaries.

The salaries of postal employees was inadequate in normal times, and under present conditions they are far too low to meet the cost of living. Bradstreet and Dun, the highest authority in the country, give in their latest reports figures showing that the cost of living has increased 131 per cent since 1913. In view of these figures and these facts if we were given a salary of \$2,400 per annum we would then be short 31 per cent of the rise in the cost of living. We ask that your honorable commission recommend a salary consistent with the present cost of living.

The Post Office Department is conducted for just one purpose and that purpose is to render service, the best service possible to the public. An organization can not hope for even a measure of success, unless it is able to enlist the cooperation and loyalty of every member in the service from the humblest to the very highest in authority. This cooperation and loyalty can not be secured and maintained unless the conditions under which these members work are at least reasonably satisfactory.

Any failure of the Postal Service to function, immediately causes delay, inconvenience, and loss to all classes of people—the post office enters into and influences the lives of every man, woman, and child in the nation. The responsibility of conducting this vast business rests upon every man in the service. In the outside business world, men that are not required to be any more efficient and are not any better qualified and whose working conditions are similar to ours are rewarded with substantial salaries in keeping with their responsibilities and with their standing in their community, and their work is usually performed under more pleasant conditions than is ours.

The recent increases granted postal employees is unadequate, we have not kept up with the increases granted men in the outside business world. The result of this neglect is apparent when we contrast the salaries paid postal employees with those paid men and women—occupying similar positions in other lines.

Men who formerly scoffed at overtime now come down to the office earlier and ask for overtime. This is necessary because the men in the service work such hours that they can not augment their salaries through outside employment. And as it is strictly against the postal rules and regulations to have outside employment, clerks and carriers that are in a position to secure some outside relief hesitate to do so.

One of the things the men of this office would like to see is pay granted for home study or scheme study. After working hard all day a clerk is compelled to go home and study long periods. This is especially true for five or six weeks before he is up for examination. It is necessary for postal employees to take an examination once or twice and sometimes oftener each year. We are compelled to make a high grade or suffer a reduction in salary.

Another thing that ought to be remedied is the present way of night work. This should be remedied by making 45 minutes' night work equal one hour day work. A person forced to work nights does not get his natural rest and never feels like one that gets night rest.

The injustice of the method of paying overtime is another thing that should be changed. We are paid less for overtime than for regular time; for instance, on a 30-day month we only work 25 or 26 days, but when we work overtime we are paid at the rate of 30 days; this reduces the amount per hour. This should be changed, and we should be paid according to the number of days we are actually supposed to work.

Owing to the inadequate salaries paid to men entering the service as clerks and carriers and the resultant deterioration in the class of men seeking the work, this regular help has the burden of attempting to render first-class service with this incompetent help.

In view of these circumstances, we claim that it is necessary to compensate the postal workers adequately in order to keep these efficient and competent men in the service. One of the most striking evidences confirming our contention that we are and have been underpaid for many years is that furnished by the statistics of resignations from the postal service. During the 18 months that one of our clerks was in the Army 12 substitutes quit; one man worked four hours one night and upon finding out what was expected of him resigned; some worked long enough to get an idea of the service. Upon learning that they would be compelled to work years at night and would have to study a scheme and pass an examination or two every year they would resign. In most every case where these men have left the service they are now doing better than if they had stayed in the post office.

We think that a law should be enacted that establishes an appeal board, with at least one member selected by postal employees. All things being equal, we desire that seniority should govern promotions. Can't we be granted a 30-day vacation like other Government employees receive? Why is this discrimination made?

You can pick up the daily papers any day and read that some necessity of life has been advanced. Doctors have delayed increasing their charges as long as they possibly could, but now it is easy to see that some of their calls will net a doctor more for just one call than we postal workers will receive for a whole day's work. The papers carry articles that wearing apparel, clothing, shoes, etc., are all going to be higher this coming spring. Unless we get an increase in salary how are we going to meet these increases? We believe the "special clerk" should be continued. Supervisory employees are poorly paid and should be granted a very substantial increase in salary. A man that has been a "substitute" say for one year and has been forced to give up all other employment to hold himself in readiness to answer the call of duty of the Government should be given credit for this time when he receives a regular appointment. We request your honorable commission to recommend that the law be changed to give "substitutes" the benefit of the actual time they have been employed in substitute duty. This would be an inducement to keep good men in the service.

And while you are considering clerks, carriers, railway post-office clerks, and other post office employees, give the postmasters and assistants the same consideration as you do the rest of us. Their expenses have been climbing the same as ours, and we feel that all men in the service need financial relief from the present high cost of living.

The postal employees of Jefferson City, Mo., wish to thank your committee for the privilege of resending this brief in behalf of the reclassification and readjustment of our salaries, and also to thank you for the interest heretofore shown in our behalf. May we merit your continued support?

Mr. BELL. The next speaker is Mr. E. R. Cochran, of Kansas City, Kans.

STATEMENT OF MR. E. R. COCHRAN, KANSAS CITY, KANS.

Mr. COCHRAN. Mr. Chairman and fellow workers, the concrete complaints have been pretty well covered and I merely desire to read into the record a few abstract propositions with respect to the working conditions in the post offices, and I will make it as brief as possible.

The capable, efficient, and well-trained post-office clerk occupies a plane but slightly below that of the professions and above that of the artisan or skilled laborer. To reach the state of efficiency his training and education requires a period of time equal to, or greater than, most of the professions. It is only by constant study that he is enabled to perform his duties in a satisfactory manner. This study is necessitated by the ever-recurring changes in the postal laws and regulations, the establishment and discontinuance of post offices, and the route or routes supplying them, changes in the time of trains carrying the mails, changes in the general and standpoint schemes published and issued by the Post Office Department, and the constant changes of address by patrons of post offices where city delivery is in operation.

The knowledge that the clerk is required to assimilate can not, from its very nature, be superficial or theoretical. His knowledge must be of facts that come instantly to him upon demand, for the expeditious handling of the mails does not permit of reflection. A well trained mailing clerk or city distributor must have stored away in his mind, ready for instant use, a knowledge of from five to ten thousand facts relative to his work, and these must be so thoroughly learned that his mind will produce them at command, almost mechanically.

Then in our brief here we go into the question of wages and hours and working conditions, resignations, inadequacy of the present salaries to maintain the necessary standard of living. We have, by a system of questionnaires handed in by 35 clerks, prepared an average budget. The average result shows last year an expense for maintaining their families of \$1,681, \$181 over the salaries they received.

Now there is one condition which I have not touched on in my brief, and which I want to call to the commission's attention, and that is the peculiar situation of the Kansas City, Kans. post office. We are divided from Kansas City, Mo., only by an imaginary line. There are 115,000 people served by the Kansas City, Kans. office. The majority of the retail business is done in Kansas City, Mo., and most of the postal business. The result is that our receipts are not equal either to Topeka or Wichita, and our population is about twice that of either town. Under the present laws the allowances for clerk hire, carriers, and other allowances are based wholly on our receipts, and while we are doing the work for 115,000 people we can only get an allowance to serve about 45,000. The result is that our clerks are overworked, due to shortage of help. That is something that will have to be remedied in the basic law.

I thank you.

Mr. Cochran submitted the following paper:

BRIEF SUBMITTED BY MR. E. R. COCHRAN.

PREAMBLE.

This brief is presented to your honorable committee with the hope of impressing upon you the imperative necessity for some remedial action by the Congress of the United States, having in view the amelioration of the present deplorable condition of the Postal Service and the post-office employees, which condition is the natural economic sequence to the neglect of that august body to provide an adequate wage in keeping with the extraordinary and rapid advance of the cost of living.

There are no peculiar or singular local conditions in this vicinity and your committee is therefore asked to take judicial notice that conditions here, with regard to living costs, are the same or similar to those of a community of like population in any part of these United States.

The facts presented in this brief are a composite of the experience, knowledge, opinions, and ideas of 45 clerk employees of the Kansas City, Kans., post office, who may be considered as forming a representative group.

STATEMENT OF FACTS—THE ECONOMIC AND SOCIAL STATUS OF THE POST-OFFICE CLERK.

The capable, efficient, and well-trained post-office clerk occupies a plane but slightly below that of the professions and above that of the artisan or skilled laborer. To reach a state of efficiency his training and education requires a period of time equal to, or greater than, most of the professions. It is only by constant study that he is enabled to perform his duties in a satisfactory manner. This study is necessitated by the ever-recurring changes in the Postal Laws and Regulations, the establishment

and discontinuance of post offices, and the route or routes supplying them, changes in time of trains carrying the mails, changes in the general and standpoint schemes published and issued by the Post Office Department, and the constant changes of address by patrons of post offices where city delivery is in operation.

The knowledge the clerk is required to assimilate can not, from its very nature, be superficial or theoretical. His knowledge must be of facts that come instantly to him upon demand; for the expeditious handling of the mails does not permit of reflection. A well-trained mailing clerk or city distributor must have stored away in his mind, ready for instant use, a knowledge of from five to ten thousand facts relative to his work, and these must be so thoroughly learned that his mind will produce them at command, almost mechanically.

While the knowledge and study required of clerks assigned to distribution is not required of clerks assigned to other duties in the post offices the latter assignments generally carry with them a certain financial responsibility, sometimes considerable, and this should be taken into consideration in a readjustment and classification of salaries.

THE UNITED STATES GOVERNMENT SHOULD BE A MODEL EMPLOYER.

The standard of wages, hours, and working conditions maintained by the Government should be such that it will attract to its employ the better and more intelligent of its people, in order that it may be able to choose from among them and not, as at present, be forced to accept rather than to choose about whom it shall throw the protecting arm of the civil service. At present the Government is no better employer, from the point of view of the people on its pay roll, or from the point of view of society as a whole, than any private concern. Its pay rolls at the present time exhibit greater inequalities and injustices than do those of most private concerns. This is particularly true of the Post Office Department, the one governmental agency in which all of the people are most directly interested, and where they demand a measure of efficiency which the present standard of wages makes it impossible to maintain.

THE EFFECT OF NUMEROUS RESIGNATIONS AND COST OF LABOR TURNOVER.

Low wages and unsatisfactory working conditions have caused the resignation of 25 per cent of the clerks in the Kansas City, Kans., post office within the past three years. In practically all cases these were clerks with years of service to their credit who had, through experience, gained that knowledge of the service so necessary to an efficient administration. This is but a forerunner of probable action on the part of clerks if your committee and Congress does not take prompt measures to improve conditions.

The present-day tendency in industrial relations is toward cooperation and profit sharing, and many large employers of labor appear to recognize these theories as a possible solution of their labor problems. Some of them have already placed such a plan in operation with varying degrees of success.

It is obviously impossible for the Post Office Department to inaugurate any such step, and it is therefore incumbent upon the Government, if they would obtain and hold efficient labor, that they place salaries on such a basis as will meet the competition in the industrial world which such method of dealing with labor will foster.

The cost of the labor turnover in the Postal Service is not calculable by ordinary business standards owing to the monopolistic character of this governmental agency and to the peculiar training received by its employees. In the ordinary business life of the community competitive activities serve as training schools for labor and thus render comparatively easy the replacement of skilled workers when vacancies occur, the employer usually procuring the employees he needs by making his wants known in the open market, this is done with little or no loss of time and a minimum of expense.

This is not true of the Post Office Department; it can not go out into the open market and employ trained men for its work. They are not to be found. Let a trained postal employee resign from the service and the department is forced from necessity to train another to fill his place, a long and costly process. Therefore it is argued that your committee, in order to minimize resignations from the service, should make the salary and working conditions sufficiently attractive to hold the employees in the work.

The present service rendered by the Post Office Department, of which so much complaint is heard from the public, is due in a large measure to the numerous resignations from the service during the past three years of skilled employees who can not be replaced with trained men.

INADEQUACY OF THE PRESENT SALARIES PAID BY THE POST OFFICE DEPARTMENT TO
ENABLE POSTAL EMPLOYEES TO MAINTAIN NECESSARY STANDARD OF LIVING.

The fact of Government employment places upon the employee the burden of maintaining a living standard which the present salaries paid make it impossible for him to maintain. The standard is the outgrowth of years of public belief that the postal employees are among the best paid workers in the community and that, as such, they should live on a higher plane than the artisans and laborers of the community. The heartbreaking effort to maintain such a living standard, in the face of present conditions, on a wage commensurate with conditions of 10 years ago, and the obvious impossibility of doing so is breeding and fostering a spirit of radicalism among postal employees of such gravity that your committee must take cognizance of it and, if possible, suggest to Congress an early remedy therefor.

AN AVERAGE ANNUAL BUDGET COMPILED FROM ANNUAL BUDGETS SUBMITTED BY 25
CLERKS OF THE KANSAS CITY (KANS.) POST OFFICE.

The budget is based on expenses for the year ending June 30, 1919, and contemplates the expenses of a family of four:

Rent.....	\$266
Fuel and light.....	103
Groceries, meats, etc.....	615
Clothing.....	236
Insurance and taxes.....	165
Car fare.....	50
Church and charity.....	46
Doctor and dentist.....	47
Recreation.....	30
Incidentals.....	113
Total.....	1,681

This indicates an expenditure of \$181 over and above the present maximum salary paid post-office clerks. It must not be understood from this that the average post-office employee is spending \$15 a month above the sum paid him by the department. Inquiry shows that these employees, by dint of work after hours, by keeping boarders and renting rooms, etc., have augmented their incomes an average of \$210 a year. That these employees should be forced, by the inadequate wages paid them, to resort to such measures to provide a living for their families is a fact that all deplore and is one of the conditions that is breeding the spirit of revolt in their ranks.

The average pay of the 45 clerks of the Kansas City (Kans.) post office at this time is \$1,415 per annum, \$265 less than the total of the budget set forth above, and that budget is based on figures as of June 30, 1919, which does not represent the present increased cost of the necessities of life by several per cent, it being a demonstrable fact that rents, fuel, light, car fare, food, and clothing costs have increased from 10 to 30 per cent in this community since this budget was made.

At this time, when the inordinate demands of labor for higher and yet higher wages, the granting of which affects the post-office clerk almost directly in that it decreases proportionately the purchasing power of his already inadequate wage, we hesitate to voice demands that can but add to the already burdensome plaint, but, the welfare of our families and our duty to them permits of no alternative.

We submit to your honorable committee a reclassification plan herewith, which, while it does not compensate us for losses sustained or hardships undergone since 1914, by reason of the fact that the Government has failed to advance our wages concurrently with the advancing cost of living, it affords a basis for calculation and, in the event of a readjustment of living conditions down toward normal, will probably be equitable.

PLAN OF RECLASSIFICATION OF GRADES AND SALARIES OF POST-OFFICE CLERKS.

That hereafter all substitutes shall be paid a sum per hour equal to the compensation per hour of a first-grade clerk, and that all regularly appointed clerks shall be automatically promoted to the next higher grade after having served satisfactorily for one year in any grade below or including the fifth, and that \$100 shall constitute the difference between each of the several grades as hereinafter enumerated, and that one year's continuous service as a substitute shall be considered as service in the first grade.

First grade.....	\$1.40
Second grade.....	1.50
Third grade.....	1.60
Fourth grade.....	1.70
Fifth grade.....	1.80
Sixth grade.....	1.90
Seventh grade.....	2.00

Further, that the sixth grade shall constitute all clerks assigned to the work of city distribution in any post office which requires a study and knowledge of a primary city distribution scheme of less than 2,000 cards and those clerks assigned to the night general delivery, stamp, registry, and money order divisions, who have charge of or are charged with financial responsibility.

Further, that the seventh grade shall constitute all clerks assigned to the outgoing section of the mailing division, whose assignment requires of them a knowledge of distribution of general or standpoint schemes and who are required, by the nature of their assignment to devote their time, while off duty, to study of schemes and train schedules in order to meet the requirements of their assignments.

Further, that all clerks assigned to city distribution in any post office where a knowledge of a primary distribution scheme of 2,000 or more cards is required shall be eligible to promotion to the seventh grade.

Further, that where the needs of the service require the employment of regularly appointed clerks over eight hours on any one day said clerks shall be paid for such overtime a sum equal to his regular compensation and 50 per cent of such regular compensation in addition thereto.

(Briefs were submitted by Frank Dearing, Joplin, Mo.; Duncan C. Allen, Okmulgee, Okla.; Walter I. Todd, Coffeyville, Kans.; H. Stephenson, Fort Worth, Tex.; and Alexander Henry, Denver, Colo., as follows:)

BRIEF FILED BY MR. FRANK DEARING FOR THE CLERKS OF JOPLIN, MO.

This brief, consisting of 10 suggestions for the improvement of the situation of regular post-office clerks and thereby the service of the post office, is submitted for your kind consideration:

1. Postmasters' appointments should not be political, but should go to the employees of most ability who come up through the grades.

2. Assignment of the most desirable work in the automatic grades should be by strict seniority rule, unless supervisory official gives reasons considered adequate by a disinterested board.

3. Promotions above automatic grades, as above (paragraph 2).

4. Establishment of an appeal board or board of arbitration to hear both sides and to decide when claims are made of unjust discrimination in assignment of work, improper withholding of advancement and promotion, and other grievances which arise from time to time.

5. Time differential of 45 minutes of night work to equal 1 hour of daywork. Night work and the unjust assignment of its is the source of much dissatisfaction among post-office clerks.

6. Punitive rate of time and one-half for overtime. This positively is not for purpose of enabling clerks to increase their pay, but is for the purpose of discouraging overtime except in real emergencies. By the present method of computing pay a clerk receives less for an overtime hour than he does for a straight-time hour.

7. Allowance of compensatory time for scheme study.

8. Clean, naturally lighted, sanitary places to work. The increase in the volume of mail and especially parcel post has crowded many post offices until clerks can not work with efficiency or satisfaction to themselves or the department.

9. A retirement plan to take care of superannuated employees is absolutely necessary for the morale and efficiency of the service. This principle is already recognized by practically all large employers.

10. A salary increase determined by the basic value of the work done by a post-office clerk, in determining which consideration should be given the facts that the work is indispensable; that it directly affects the interests of all the people; that proficiency is attained only by long study and practice of work for which there is no demand except by the Government; that post-office work can not be used as a "stepping-stone" to anything else with benefit either to the clerk or to the department. In arriving at an adequate salary the unprecedented high cost of living must not be ignored. We

suggest an entrance salary of \$1,500, with successive annual increase of \$200 for four years, at which time a clerk may reasonably be expected to have reached his maximum efficiency in routine work. After that, exceptional or peculiar ability should be taken care of in the special clerk and supervisory grades.

BRIEF SUBMITTED BY DUNCAN C. ALLEN, OKMULGEE, OKLA., FOR THE CLERKS AND CARRIERS OF THAT OFFICE.

We assume that no question exists as to the need of an upward readjustment of salaries in the Postal Service. The question regards only the amount, and on your answer rests the future of many men and their families; but what will probably be of more interest to the country at large is the effect of your decision on the service of the Post Office Department. We will not elaborate on the vast importance of this service, as it is well known. Suffice to say that in order for business and social life to run smoothly, it is necessary for the post office to function normally, and this requires skilled and capable employees. It follows that the inducements offered men to enter, and remain in, the service must be, at least, as great as the inducements offered in other lines, else the best men can not be secured.

These inducements should really be greater than in other lines, for the reason that after a man has spent a certain number of years in the post office he has no choice but to remain, because he can not, in normal times, secure other employment. If he tries it, he is usually told that his training in the post office unfits him for any other kind of work, and that if he were ambitious he should never have entered the Postal Service. Yet when we consider that a post-office clerk must devote as much time to scheme study (without pay) as would be necessary to keep up in a lucrative profession and must at all times be master of from ten to twenty thousand facts of an ever-changing nature in connection with his duties, it will readily be seen that the position can not be filled by anyone not fitted for a better class of work.

That compensation for this work has not kept pace with other lines is evidenced by the number of resignations and the difficulty of securing men to fill vacancies. Several from this office (both clerks and carriers) have resigned to accept positions more remunerative, yet required no more education ability.

We wish to call attention to the fact that while the post-office clerks and carriers have suffered as much as anyone from soaring prices their salaries during the past five years have increased only about 25 per cent.

We present here a survey of conditions that exist among the clerks and carriers of this office and based on an estimate for the average family of four:

Rent, per annum.....	\$480
Food per annum.....	600
Clothing, per annum.....	240
Medical attention.....	50
Fuel and light.....	70
Total.....	1,440

You will readily see by these figures that a man of family can not afford to stay in the service, as nothing is said of taxes, insurance, music, education, entertainment, or many of the incidental expenses which are bound to arise, and, above all, for savings account, for which any salary should provide.

Foor prices have advanced approximately 160 per cent, clothing 175 per cent, in-
cidentals something over 50 per cent, gas 30 per cent, this for a family of same size
living in same place and under same conditions as before the raise of 25 per cent in
salaries.

We respectfully ask that the overtime work, holiday and Sunday work be eliminated, as this excess work only tends to unfit one for the duties of the following day, and the most regrettable feature is that the rate of pay for such service is lower than for regular time—and a clerk or carrier who has grown gray in the service working alongside a new recruit draws not over 55 cents per hour, while the new clerk or carrier (auxiliary, we refer to) draws 60 cents for the same service. We are not saying that the pay for auxiliary help is too high, but we do think that one who has been in the service from 5 to 15 years should draw at least time and one-half for overtime work.

In summing up we find that the service is much impaired by the resignation of clerks and carriers, on account of unjust and unfavorable working conditions and in-sufficient salaries, and that because of these same conditions and salaries the depart-
ment is unable to induce good men to enter the service.

We submit for your consideration a comparison of wage prices that exist in our city:

Plumbers, per hour, \$1.25; overtime, \$1.85.

Plasterers, per hour, \$1.50; overtime, \$2.22.

Bricklayers, per hour, \$1.25; overtime, \$1.85.

Laborers, per hour, \$0.75; overtime, \$1.25.

Oil-field workers, \$8 to \$14 per day.

Post-office clerks and carriers, per hour, \$0.64; overtime, \$0.55.

We believe that a post-office employee is entitled as much as anyone, not only to the necessities of life, but to some of its good things as well, and that in return for loyal service this Government should, instead of lagging behind other employers, lead the way in enabling its employees to enjoy those things to which every man who renders honest service to society is entitled.

We believe that the accompanying estimate represents a conservative idea of what a loyal servant should justly receive:

Estimated yearly expenses.

Rent, or home payments, including interest and taxes.....	\$450
Food, including an occasional visit from friends.....	500
Clothing, sufficiently good and comfortable.....	350
Fuel, including gas, water, electricity, and ice.....	120
Incidentals, including medical attention, insurance, lodge dues, donations to charity, music, literature, and the countless other things which come under this head.....	120
Education for his children, including music.....	150
Recreation, one movie a week a year around, one theater a week for 40 weeks, and something for a vacation.....	150
Savings (he is entitled to put away against unseen needs and the time when he is unable to work) not less than.....	300
Total.....	2,470

These figures are based on a family of four, and are, we believe, conservative. It seems beyond dispute that in order to care for a family properly and according to the American standard, a man must have at least \$1,800 to \$2,400 per year, if he is to save anything.

We also recommend 30 days' leave of absence with pay.

In conclusion, we take the liberty to call your attention to the need of equitable retirement legislation. Even though an increase in salary of 100 per cent were granted at once, it could never do justice to those employees who have served faithfully for periods of time, ranging as high as 30 to 35 years, in many cases, even more, but whose salaries have never enabled them to lay by anything against the time when they face that formidable combination of old age and the necessity for continued labor.

Many private concerns in this country are making provisions for this class of employees, and we earnestly request that your attention be given to this subject.

We thank all concerned for the opportunity of presenting this statement.

BRIEF FILED BY MR. WALTER I. TODD FOR THE CLERKS AND CARRIERS OF COFFEYVILLE, KANS.

The cost of living has advanced from 50 to 200 per cent since the last permanent salary classification.

A temporary increase of less than 40 per cent is now in effect. It has been operative for but a few months. It has afforded considerable relief but it is insufficient to make our living conditions as good, comparatively, as they were four or five years ago. Then necessities could be purchased for about one-half the amount now required.

To-day the purchasing power of the dollar is approximately one-half of what it was five years ago. We need twice the number of dollars or a return to the old purchasing power of the dollar.

Postal employees who invested in homes or articles of merchandise on which payments were deferred have suffered great hardships in meeting their obligations. Savings have been wiped out and homes partly paid for have been nearly lost or the indebtedness not reduced. The continued rise in prices has made it difficult to meet obligations which were incurred when prices were lower.

There have been numerous resignations and in most cases the men who have resigned have begun at new work at better wages than they were receiving in the post office.

The men who have stayed with the work through the past few hard years should receive a reward in the form of better salaries. An increase in the permanent salary and a bonus to make up for the losses which these regulars have sustained would be very acceptable and would enable them to catch up again financially.

The postal employee looks to Congress for relief because it can come only through legislation.

Postal employees here receive smaller salaries than men in private lines for similar work. There are many reasons why they should receive more than men in private lines, among them are the following:

There is no hope of proprietorship and an ownership of the business.

The work does not fit the postal employee for some other line.

There is no provision for retirement. Not even for the employee who has become physically weakened until he can not properly perform his duties.

The postal employee will not and should not use the strike weapon as a means of securing a salary advancement. Men who do not strike should have as much consideration for their financial welfare as those who do strike.

Postal employees are required to work through a substitute period, which is practically an apprenticeship, and then by a process of annual graduation from grade to grade they reach the maximum salary. In most mechanical lines the full salary is paid after the apprentice has served his time. In many trades the apprentice receives as much pay immediately on beginning his apprenticeship, as the clerk or carrier does after he has become a regular.

In many industrial lines common labor is paid a better salary than the postal employee after he has become a regular.

Clerks and carriers devote considerable time to their work when they are off duty. Clerks study their distribution schemes and carriers write route directories and label cases. Employees plan with each other and with their supervisors for bettering the service.

Much of a clerk's work must be done under artificial light and in drafts and other conditions incident to the handling of mail which are unhealthful and which are injurious by slow degrees. Carriers must go under all weather conditions, work at their cases under artificial light which is insufficient sometimes, and at times not properly located so that the employee soon finds his eyesight is defective.

Though the cost of living has increased, about double, there has not been an increase in the rate of postage. We believe that the public does not want postal employees to work for small and insufficient salaries because of a low rate of postage. We have talked to business men who have said that if it requires 3-cent postage to secure adequate salaries we are willing to pay our share. It is our opinion that the postage rate should not be increased but that a deficit incurred because of an increase in salaries would be generally understood.

The employees of the Coffeyville (Kans.) post office all are convinced that an increase is necessary. We are not living as well as previously. Some of our wives are working to make the money which makes all ends meet. Some of us are working at other lines which adds to the annual income. Few of us are saving money. Most of us are in debt as much as we were four years ago. We would welcome a return to a nearer balance of income and expenses which can be brought about in one of two ways. The cost of living may decrease and our salaries remain stationary or our salaries may be increased to meet the cost of living. The second method is within the power of Congress.

We ask that the matter of permanent increases in postal salaries be given favorable consideration by your committee and any further information which your committee may desire will be gladly given if within our power.

BRIEF SUBMITTED BY MR. H. STEPHENSON, FORT WORTH, TEX.

In order that you may know that our plea for a living wage, a wage more in line with duties performed, is not the discontented wail of a selfish group of Government employees, seeking to obtain something for nothing, we submit a brief outline of some of the things a post-office clerk must know, together with some of the duties he must perform, if the mail is kept moving and the public is to get the service to which it is entitled.

We contend that post-office clerks should be in the class of skilled workmen and should receive the pay of skilled men, for any supervisory official will tell you that

it takes five years to develop a post-office clerk to his maximum efficiency. In other words, gentlemen, a post-office clerk is in training under skilled men for five years before he can claim to be a first-class clerk; reason would teach us that any line of work requiring that much training would come under the head of skilled.

The first thing a post-office clerk must learn before he can properly dispatch mail is a scheme. The city scheme of the city of Fort Worth consists of over 3,000 separations. Add to this over 1,500 lock boxes, seven rural routes, three stations and hundreds of patrons (firms and individuals) whose mail never comes addressed to street number or box and you will begin to understand something about that line. Then there is the daily bulletin of changes of address of patrons of the office, consisting of from 100 to 300 changes per day. For instance, mail addressed to Hon. Martin B. Madden, 3200 Hemphill, goes to carrier 56, but Mr. Madden moves to 1009 Hawkins Street and turns in a change of address; every clerk would throw his mail to R. F. D. No. 4, even though it might come addressed 3200 Hemphill and Mr. Madden receives his mail promptly and without delay.

We stand semiannual examinations on this scheme and out of 1,200 cards covering every part of it, and the clerk who makes less than 98 per cent after his first examination is considered disgraced in the eyes of his fellow clerks, so you see we are pretty efficient. We are allowed 75 minutes to throw this examination, but the time consumed by the average clerk is about 40 minutes, which is an average of 30 cards per minute; at that rate a clerk would distribute over 14,000 letters in a day of eight hours.

Clerks entering the mailing division are required to memorize a scheme of some 5,000 post offices in order that they might dispatch the mail with the proper efficiency. At this standpoint clerks are given a section of the scheme comprising about 1,000 post offices and given only about two months' time to memorize same, and so on until the entire scheme is completed, and on his own time, while working long hours. Some clerks are required to go still further and stand point the balance of the adjoining States.

There are 5 men working in the morning hours and about 20 on the night force, so it easily explains that fully three-fourths of the crew works night hours, with a chance of day jobs in about 10 years.

Gentlemen, when a man stands at a case under the glare of electric lights and distributes mail day after day and year after year, it dims his eyes, strains his nerves and breaks down the small blood vessels in his lower limbs; it takes years of constant study and training to do it efficiently and the study must continue as long as he is a clerk, for changes take place every day; it is a skilled man's job; we should receive a skilled man's pay, and trusting fully in you, gentlemen, in your sense of justice and right, we submit our case to you.

BRIEF FILED BY MR. ALEXANDER HENRY, DENVER, COLO.

Selected by the clerks of the Denver, Colo., post office to appear in their behalf before your commission, when it was planned to have a hearing at Kansas City, Mo. on October 3 and 4, it was my intention to avail ourselves of this opportunity to meet you face to face and talk with you as man to man about matters that so vitally concern us, our homes, and our firesides.

But in view of the fact that the Kansas City hearings were postponed, we have decided to submit the following:

We have 198 regular clerks and 22 substitutes, divided into different sections as follows: Incoming section of the mailing division has 89 clerks; 53 clerks work from 6 a. m. to 6 p. m.; 7 clerks work from 10 a. m. to 7.30 p. m.; 25 clerks work from 5.30 p. m. to 2.30 a. m.; 4 clerks work from 11 p. m. to 8 a. m.

Outgoing section of the mailing division has 61 clerks; 3 clerks work between 5 a. m. and 6 p. m.; 2 clerks work from 5 a. m. to 1.30 p. m.; 4 clerks work from 9 a. m. to 7 p. m.; 10 clerks work from 10 a. m. to 7.30 p. m.; 18 clerks work from 11 a. m. to 8 p. m.; 8 clerks work from 11.30 a. m. to 8.30 p. m.; 16 clerks work between 5 p. m. and 9 a. m.

Registry section of the mailing division has 13 clerks; 5 clerks work between 6 a. m. and 6 p. m.; 8 clerks work between 10 a. m. and 8 a. m.

Terminal station of the mailing division has 4 clerks; 1 clerk works between 6 a. m. and 6 p. m.; 3 clerks work between 10 a. m. and 8.30 p. m.

Stamp division has 3 clerks; 1 clerk works from 8 a. m. to 6 p. m.; 2 clerks work between 9 a. m. and 8 p. m.

Money-order division has 15 clerks; 1 clerk works from 10 a. m. to 7 p. m.; 14 clerks work from 8 a. m. to 6 p. m.

Station clerks: 7 clerks work between 7 a. m. and 6 p. m., 6 clerks work (miscellaneous) from 8 a. m. to 6 p. m.; 13 clerks.

Total, 198 regular clerks.

Of the 22 substitute clerks, 17 clerks are working regularly on the outgoing mails from 5 p. m. to 2 a. m.; 5 clerks work from 8 a. m. to 6 p. m.

Of the regular clerks, 46 per cent work between 6 a. m. and 6 p. m.; 54 per cent work between 9 p. m. and 9 a. m. (nights); 106 have night tours; 92 have day tours.

The records show that during the year July 1, 1918, to July 1, 1919, the Denver office lost about one-fourth of its total force by resignations. By referring to the questionnaires which went from this office to your Secretary in Washington, you can readily see how much overtime was put in by those of our force that were left.

At a mass meeting of our clerks held recently the following was unanimously adopted as an expression of what we believe is the least we can, in justice to ourselves, ask at your hands:

We ask the commission for a reclassification bill as follows: First grade, \$1,800; second grade, \$1,900; third grade, \$2,000; fourth grade, \$2,100; fifth grade, \$2,200; sixth grade, \$2,300.

Promotions to be made successively until the sixth grade is reached, all clerks and carriers to be promoted to their corresponding grade immediately upon the passage of this bill; all promotions to be made on the first day of the calendar month following the expiration of six months' service in each grade.

We ask for 80 cents per hour for all substitute and auxiliary hire; and a guarantee of earnings amounting to \$100 or more per month. We also ask that the period of substitution be reckoned as a factor in regulating the initial salary when a substitute is appointed to a regular position.

We also ask for an arbitray, straight eight-hour work day, to be worked within nine consecutive hours, except from December 15 to January 15, of the year following, inclusive, during which time not to exceed two hours overtime each day may be worked, provided that the total number of hours required to complete a tour of duty does not exceed by more than one hour the total number of hours actually worked.

We ask double time for all overtime performed on week days. We also ask that double time be paid for all time worked in excess of eight hours on Sundays and holidays.

We also ask that a law be passed that 45 minutes be made the equivalent of one hour (60 minutes) for all work performed after 6 p. m. and before 6 a. m.

We ask that the present Sunday and holiday compensatory law be repealed, and that a compulsory compensatory law be enacted providing that for all work performed on Sundays up to and including eight hours an equal number of hours off must be given with pay, to each clerk or carrier performing any Sunday work, on one of the six days following the Sunday upon which the service was rendered; except that from December 15 to January 15 of the year following, inclusive, any Sunday or holiday work performed of eight hours or less to be compensated for, by time off, on one of the 30 days next following the performance of such service. For any work performed on any one of the recognized legal holidays, or those declared to be holidays by presidential proclamation, eight hours or less compensatory time off shall be given on one of the 30 days next following the performance of such service.

By this time, gentlemen, you have been overwhelmed, no doubt, with a mass of facts and figures, to which we now add our quota, all tending to convince you that as a class we, as compared with workers in the different crafts and trades, have been and are both overworked and underpaid. Especially is this true of the large force of ordinary postal clerks who with busy brains and dextrous hands actually perform the bulk of the work that is done in our post offices. Nor in the case of most of us does our toil end with the day's tour of labor at our case or our desk, but must be continued in our homes, thus depriving us of much valuable time that should be devoted to our family duties.

A careful study of the mass of data you now have in your possession on the present high cost of living and on our average pay will convince you, I am sure, that ours is not a living wage.

We appeal to you and through you to our Congress, not as mendicants but as your fellow citizens, having the same longings that you have to enlarge our mental and spiritual vision, to give our boys and our girls such educational and religious advantages as will make them good and useful American citizens.

We need not dwell upon the importance to all classes of our city and rural population of the work that we do. You know it too well. But may we not point out to you and emphasize the fact that a serious crisis is before us and must be wisely met, or we shall see our ranks deserted, not by those who have been in the service for years, whose vision has become dimmed and whose nerves are unsteady; they will hang on as for their very life and give the very best service that is in them, but one by one

and in increasing numbers the vigorous young manhood and young womanhood will drop out, for they will not follow a forlorn hope. They prefer (and no one can blame them) to devote their energies to more promising pursuits.

Time was, a generation ago, when the postal employee could encourage his son or daughter to follow in his footsteps, but now he warns the children to shun a non-remunerative and grinding service.

We urge you as our Representatives and the true friends of all our people to take back to our Congress a true and fair report of what you have learned of the situation that confronts us, confident in the hope and the belief that our lawmakers as patriotic citizens will grant us the relief that is absolutely necessary if we would keep up the morale of our force and check the threatened disruption of the service.

Attention of the commission is called to the fact that of the 61 clerks in the outgoing section of the mailing division, only 3 have real day shifts. It can be seen that unless a change is made the remaining 58 clerks or most of them will have to wait a long time before getting a desirable tour. The arrangement of tours of duty in this division of the Denver office is not at all satisfactory. The incoming section has no complaint to make, as the tours of service in this section are as well arranged as possible.

CITY LETTER CARRIERS.

Mr. BELL. We will next hear from the letter carriers. The first speaker on the list is Mr. E. E. Phillips, of Sapulpa, Okla.

STATEMENT OF MR. E. E. PHILLIPS, SAPULPA, OKLA.

Mr. PHILLIPS. Mr. Chairman, fellow workers, clerks, and carriers. It is useless for me to go over any of the ground that has been covered by the clerks with regard to wages. The honorable chairman and his colleagues on this commission know and have known all the way through that we are inadequately paid. Congress has appointed commissions to investigate industrial conditions in all the various industrial lines of the United States, and the lowest that any commission yet has said that a family of three people—man, wife, and child—could live on was \$1,942. We are supposed to live on \$1,650. How many of you can do it? I can't do it.

We are supposed not to do any outside work at all, yet almost every one of us does it. We are violating the civil-service rules and the rules of the United States Government in doing it, but we have to do it in order to live—safety first, always.

I am not going to say anything about wages. I think the commission will do the fair thing on wages and that they will place us at a minimum salary of \$1,800 and then the next year go to \$2,100 and the next year \$2,400, and for meritorious service go above that. If they do not, they will not do their duty and we will have to run for Congress, every one of us. [Laughter.] I believe that they are going to ask for a salary increase, too, and yet there isn't any Congressman that served an apprenticeship of three years as a substitute and then jumped a year at a time \$100 until he got to the top—not one of them. They go in at the maximum salary at the start.

There is one thing that I want to speak about more particularly than anything else, and I want the commission to take particular notice of it. That is the civil service. We are civil-service employees, and the standard has been lowered until children in the fifth grade of school can pass the examination. Thirty years ago I took the examination in Nebraska and it was an examination equal to the standard that the teachers of the schools of Nebraska has to pass. To-day they have no examination. It is a farce, and as a consequence men that have been in the service for years, that went in

when you did have to pass an examination, now are working with people that they ought not to have to work with.

In the office where I work one carrier quit school in the third grade and one in the fourth grade, and an assistant postmaster said to one of the clerks that our chief distributing clerk and our best one could quit any time he wanted to, that he could put one of those fellows in his place and in a short time he could be a distributor equal to him, and that man had put in 10 years in the service. He quit for a very good reason. He got a job at \$12 a day. I am representing an office that is located in an oil field where we have conditions that do not pertain to any other part of the States that the oil fields are in. People can go out and get better wages than they can in any other part of the State that the oil fields are in. Girls are getting \$25 a week in the stores as clerks. Delivery boys 15 to 18 years old are drawing \$30 a week driving grocery wagons. They don't have to take any examination; they don't have to serve an apprenticeship before they get it, and we do.

There is one other thing that has been agitating my mind for a long time. We are supposed to be efficient; if we are not, we are supposed to become so at once, yet we have to work under men, oftentimes that are at the head of our department in first-class offices, second-class, and—I don't know anything about third and fourth class offices—but in first and second class offices our postmasters oftentimes come into the offices picked for their political influence and don't know anything about the offices, and some of them are in there six or seven years and never learn anything about the offices. [Applause.] Now, I am not speaking of my own office. We haven't a postmaster. We have an acting postmaster, and he is as fine a man as I ever knew, but he is not postmaster, and we have been in that condition for almost two years.

There is one thing more that I want to touch on and go back briefly for a moment to, one thing that I did touch on slightly—the class of men that we have to work with. They go out on the street and pick up anyone, it makes no difference who it is. He may be a gambler—I know of one case where that is so—and he has preference over carriers that have been in the service for years. He is given the best route in the town, the pick of routes, the business district, the short one. He has 17 blocks to cover three times a day. I have 45 three times a day, and I have as much or more business route than he does, and I have more mail; and the reason why he got that job is so he could get done early, rush, and get through quick, so that he could attend a poker game in the afternoon. [Laughter.] That is on the authority of the acting postmaster himself, that he gave him the permission for that reason.

With regard to promotions, a carrier if he is a good carrier can't transfer to a clerkship. He can't do it. They won't let him. In the first place there is an inequality that should be adjusted. A person that is a clerk in the first grade can transfer without a scheme examination. After a person passes the first grade he has got to pass the scheme or case examination before he can be transferred into the office, and it isn't right; it should be changed; either make it the same with all classes of carriers before they can be transferred, make it

one way or the other for all of them. Because a man has been in two years is no reason why he should be retained in there; and in order to be transferred to another position be required to do something that the man who has only been in there one year is not required to do is not right.

Mr. BELL. The next speaker is Mr. W. T. Jordan, of Oklahoma City.

STATEMENT OF MR. W. T. JORDAN, OKLAHOMA CITY, OKLA.

Mr. JORDAN. Mr. Chairman, fellow workers, previous speakers have said that this commission was pretty well fed up on salaries, but if I come up here and say nothing about salary I had better not go back to Oklahoma City. We think the question of salary is the most important subject confronting the Post Office Department to-day. Living conditions have advanced to such an extent, in our State at least, where we think the dollar of 1914 has depreciated to the purchasing power of about 43 cents.

The records of the Oklahoma post office show that fully one-half of the carriers employed therein find it absolutely necessary to go outside of their work as carriers and earn additional money by outside labor. Some of them tell me that they are not able to stand the hours and the strain of such work, and that they are living on the money that they have saved in former years; and some of them not being in good health and not being able to perform that work are just simply going in debt in order to feed and clothe their people.

In the brief I have presented there is a statement concerning the living cost of two different carriers, budgets, or the budget prepared by two different carriers for their expenses for the past year. I am not going into that, of course. However, the carrier in the lower grade states that an additional salary of \$600 is absolutely necessary if he is to get by at all. We received reports from all the carriers; we did not incorporate them all in our brief, but we incorporated the two merely to show the condition that is typical.

We want to call attention to the wage scale that is paid down in our State. The oil industry, as Mr. Phillips has told you, naturally pays a very large scale. We have in our city the associated industries that go with the oil business and they, too, pay a large scale. I haven't put that in my brief, but the salaries paid mechanical men, men in the different crafts over the city, even hod carriers are higher to-day than we are asking as a minimum salary, and they have set January 15 as the date upon which to ask a still further increase. Now, if they find it hard, if they find that they can't get by on the money they are earning to-day, it surely is apparent that the postal workers are in real distress.

Now, I am not going to stay much longer on salary, but will go to the conditions under which the letter carrier works. We wish to state that we are opposed to the policy of the department in increasing the large amount of money in Government buildings and then allowing them to depreciate because of incompetent engineer help. We hold no brief for these men, but we are directly affected by their work, and an investment of hundreds of thousands of dollars calls for an engineer or custodian of higher caliber than what you

can hire for \$1,400 or \$1,500. We would like the shower-bath equipment and ventilating system and such as that, which has been permitted to depreciate because of that policy, to be kept in a more usable and sanitary condition.

We wish to call the attention of the commission to one abuse in the service, which affects but a small number of employees and has been allowed to continue and little attention paid to it. We refer to the practice of the department in regard to overtime allowance granted to employees who furnish their own vehicles. Men so employed are given pay for their own overtime but nothing for the extra use for their equipment. We have men in this office who furnish their own cars or wagons and are compelled to work overtime practically every day. It is plain to be seen that a man working 12 hours a day should be allowed 3 days for every 24 hours' work, not only for himself but for his machine, inasmuch as these men based their contract figures on the basis of 8 hours to constitute a day's work. We would like to see the substitute paid a rate that was commensurate with the arduous duties they are called upon to perform. The entire future success of the civil service depends on these young men, and men of ambition and intelligence should be induced to come into the work.

Just one other thing in closing, and I will not hold you any longer, and that is the security of positions. For long years the letter carriers have asked that a reviewing trial board be provided for by law, wherein the civil-service employee would not be at the mercy of a supervisor. We think the time has come that that law should be passed, and we earnestly ask this commission to recommend to Congress the passage of a law creating a trial board. I thank you.

Mr. Jordan submitted the following paper:

BRIEF SUBMITTED BY W. T. JORDAN FOR THE LETTER CARRIERS OF OKLAHOMA CITY, OKLA.

We submit to you the following brief, every statement contained therein subject to verification:

SALARY.

The question of salaries seems to us to be the most important subject confronting the Postal Service to-day. Salaries paid letter carriers are not sufficient to cover the actual cost of the necessities of life and make no provision whatever toward meeting the inevitable outside expense with which the American family is constantly confronted, such as sickness, accident, or death. Nor does the salary of postal workers provide any margin upon which the worker can assume ordinary obligations of citizenship, such as religious, fraternal, civic, or any recreation obligations.

The records of the Oklahoma post office show that fully one-half of the carriers employed therein do not receive sufficient compensation to enable them to meet their living expenses and are compelled to earn additional money by accepting outside employment. Some find it necessary to permit their wives and children to perform such outside work, wives who are needed in the home and children who should be in school.

Still other carriers report that they are living upon the saving of former years and some, having no saving account upon which to draw and being unable to secure outside employment or unable to stand the strain of such long hours at hard labor, are simply going into debt in order to feed and clothe themselves and families.

We believe and contend that our wages as postal employees should be sufficient to provide against these hardships, that after eight hours of hard labor, performed in all kinds of weather, we should have earned an amount of money (wages) to enable us to go to our homes and families and there rest and recuperate, the same as any other American citizen, and not have to fear want for our loved ones. We submit

herewith the statement prepared by a carrier in one of the lower grades, concerning his family budget for the past year:

Groceries.....	\$600 (m)
Light, water, and fuel.....	60 (m)
Payments and taxes.....	440 (m)
Personal expenses, sacrificed.	
Doctor bills, as yet all unpaid.....	400 (m)
Insurance, all permitted to lapse.....	60 (m)
Religious obligations, sacrificed.	
Civic obligations, sacrificed.	
Recreation, sacrificed.	

This carrier states that his salary is now \$1,300 and that an additional \$600 is absolutely necessary to enable himself and family to comfortably live.

We now submit a report of one of the carriers in the highest grades. This man's family consists of himself, wife, and five children; children's ages range from 3 to 13 years.

Groceries.....	\$900
Light, water, and gas.....	120
Payments on home.....	450
Improvements and taxes.....	150
Clothing (personal).....	100
Clothing (wife and 5 children).....	300
Doctor bills.....	100
Insurance.....	50
Religious and civic obligations.....	125
Recreation.....	50
Miscellaneous expenses.....	100

Total..... 2,445

It is apparent that this carrier, who is a veteran of the Spanish-American War and the father of a sturdy American family, would find it absolutely necessary for himself and children to earn almost as much money by outside employment as he receives from his work as an employee of the Post Office Department.

The committee received reports from all the local carriers, and we cite the two above as being typical of the condition existing in both the lower and higher grades, a condition which we think deplorable and one which should be remedied.

It is an evident fact, all other things being equal, that the men in the lower grade would be in greater need of increased compensation than would those in the higher grade. However, the circumstances surrounding these men are not always equal. The older man takes unto himself increased obligations; he attempts to buy a home, his family becomes larger, and he finds clothing bills, doctor bills, and grocery bills getting heavier and heavier.

The cost of living has increased, in this State at least, to the point where the dollar of 1914 has decreased to a purchasing power of about 43 cents. We believe that this condition is generally prevalent throughout the whole United States, and that private employers of labor recognize this as a fact.

Many postal employees separate themselves from the classified civil service to enter other lines of employment, and receive as an entrance wage a higher salary than that paid by the Post Office Department after years of service.

An order issued by the department in the early days of the war instructed postmasters and supervisory employees to leniently interpret the postal laws and regulations inasmuch as same related to carriers' uniform equipment. In other words, postmasters were asked to O. K. any and all uniforms that were in any way presentable. The purpose of this order was supposed to be the conservation of wool and of the labor necessity in its manufacture. To the individual letter carrier it meant, indirectly, the recognition of the fact that he was working under a totally inadequate wage standard and because of his pressing need for more money to feed and clothe his family he proceeded to patch up all his old uniforms and bought no new ones. Consequently throughout the entire country the letter carriers are to-day wearing uniforms that would never have been tolerated prior to 1916 and probably will not be tolerated in the future. (It would require an actual outlay of from \$65 to \$100 cash to equip one of these men up to the standard demanded by his personal respect and by the Postal Laws and Regulations.

CONDITIONS UNDER WHICH THE LETTER CARRIER WORKS.

Next in importance to salary classification is the subject of working conditions. We wish to state that we are opposed to the policy of the department of investing a half-million dollars in Government property and then allowing same to depreciate because of incompetent help. We hold no brief for the engineers in charge of Government buildings, but inasmuch as we are directly affected by the work performed by them we make the following statement: Competent engineers can not be secured in this day and age to take charge of property valued at hundreds of thousands of dollars at a yearly salary of \$1,440.

Costly equipment, such as shower baths, vacuum cleaners, cold-air ventilating systems, and circulating systems are installed and then permitted to lay idle or go to wrack and ruin solely because of incompetent workers.

We further believe that many more precautions should be taken by the department in regard to safeguarding the health of the employees. It is inconsistent on the part of the Government to preach sanitation to the public at large and make no effort to guard against disease among the people they themselves employ. Persons seriously affected with lung trouble are allowed to work side by side with men who may contract same. Spittoons or cuspidors are often in filthy condition and are, in this office at least, washed on the workroom floor right under the very noses of the employee. We respectfully ask that the commission recommend that laws be passed looking toward better and cleaner working conditions.

We contend that one of the most crying shames of the Postal Service is the fact that no provision whatever has ever been made granting to postal employees an annual sick leave. Progressive employers of labor in this city and elsewhere do not penalize or dock their employees for every minute they are compelled to be absent from their work because of illness. The Government of the United States does allow to a large number of its regular employees a certain allowance to be used as sick leave. We respectfully urge that this commission recommend the passage of laws by Congress giving to postal workers this much-needed relief.

We wish to call the attention of the commission to one abuse in the service, which because of the fact that it affects but a small number of employees has been allowed to continue and little attention paid to it. In this matter we refer to the practice of the department in regard to the overtime allowance granted to employees who furnish their own vehicles. Men so employed are given pay for their own overtime, but nothing for the extra use for their equipment. We have men in this office who, furnishing their own cars or wagons, are compelled to work overtime practically every day. It is plain to be seen that a man working 12 hours should be allowed three days for every 24 hours' work, both for themselves and for their machine, inasmuch as these men based their contract figures on a basis of 8 hours to constitute a day's work. These men and their families are suffering for the very necessities of life in order to pay for the gasoline or horse feed or equipment depreciation, which should be paid for by the Post Office Department.

SUBSTITUTES.

In regard to this class of civil-service employees, we earnestly request that your commission recommend an hourly basis of pay commensurate with the arduous duties they are called upon to perform and sufficient for them and their families to live comfortably and decently. Upon these young men depends the entire future success the classified civil service. Their entrance wage and the condition surrounding their work should be of a nature to induce young men of intelligence and ambition to choose this service as their lifework.

SECURITY OF POSITION.

For long years the workers employed by the Post Office Department have asked for a law making provision for the establishment of a reviewing or trial board. It is a deplorable fact that a civil-service employee is absolutely at the mercy of his superior officer. We feel that the time has come when we should demand of Congress that such a law be passed. We ask your commission to recommend the passage of such a law, to the end that we may have that sense of security in our position that makes for better service and more contentment among the employees.

Respectfully submitted.

W. E. NEPH,
W. T. JORDAN,
C. L. SMITH,
JAS. M. McCARTER,
HOMER S. SKORKOWSKY,
Committee.

Mr. BELL. The next speaker is Mr. Charles B. Newton, of Omaha, Nebr.

STATEMENT OF MR. CHARLES B. NEWTON, OMAHA, NEBR.

Mr. NEWTON. Mr. Commissioner, fellow employees, in the time allotted to me I will try to give in as brief a form as possible a few of the reasons why I think a letter carrier should receive a substantial increase in his present salary.

In the first place, to enter the service he is compelled to undergo a mental and physical examination, both of which must be of a high standard, and after he enters the service he is compelled to substitute for a period of from one to five years, during which time his average time will not amount to over 50 per cent of the working month, yet he is compelled to report for each delivery trip whether he receives work or not; and after he receives a regular appointment he is compelled to start at the lowest salary grade, even though he may have had five years' experience as a letter carrier; therefore we believe that there should be only three grades of carriers and that a substitute when appointed a carrier the time should count for him from the date of his first entering the service; in other words, that he should receive the salary which his length of time in the service warranted, and after a thorough examination of the expense of living we have come to the conclusion that the salary ought to be \$1,800, \$2,100, and \$2,400.

We have here with us some statistics from letter carriers in our city who kept an account of their expense from one month up to three years. We find that the same old story applies to all of them and that, with the most economical mode of living, a large majority have run behind from \$31.70 to as high as \$36.50 a month; from \$138.09 to \$510.80 for nine months.

We are submitting an itemized statement of one of our carriers in which he lists every item of his expenses for each month beginning with the month of January, 1917, and ending with August, 1919; and he claims in the attached statement that during this time he had a deficit of \$252.75. [On file with the commission.]

We are also submitting a statement of the wage received in our city by the various comparative crafts of workers, all of which receive a higher wage than the letter carrier. In other words, if a letter carrier should be so unfortunate as to have to employ any member of these various crafts he would be compelled to work two days before he could have earned enough to pay for their one day's work; in short, the men of the comparative crafts have only to work one-half the year and still they would receive more money than the letter carrier who has faithfully worked the entire year.

Gentlemen of the commission, we do not believe it is necessary to take up your time enumerating the various duties of a letter carrier. You have already heard them. Therefore, it would only be taking up your valuable time to repeat them. Suffice it to say that they consist of practically everything from common labor to the duties of the highest paid bank clerk. In fact, he may be called on and has been called on to perform the services of selling thousands of dollars worth of war savings stamps, to the reporting and detecting of plotters against the Government, and we expect the next thing we will be required to do will be to report the illicit distillation of spirits and

various other things which may come up, if it should come to his knowledge. Therefore, we think that a letter carrier is required to have an unexcelled degree of intelligence and honesty—that his remuneration should be accordingly of the highest; that in order to raise his family and bring them up as they should be, models in the community in which they live, we think this great Government should give us a living wage that would permit us to do so.

Mr. BELL. The next speaker is Mr. W. H. Cotton, of Lincoln, Nebr.

STATEMENT OF MR. W. H. COTTON, LINCOLN, NEBR.

Mr. COTTON. Mr. Chairman and gentlemen, begging your pardon, Mr. Commissioner, as you set the example I will state that I was born in Iowa and am proud of it. I was raised in Kansas and am proud of that. I have been hibernating in Nebraska. I say hibernating because I have lost my identity by becoming a mail carrier—my identity as a citizen. I was born of good old Kentucky stock and I am proud of that.

What has been said heretofore by all the clerks and all the carriers reminds me of the old brother up the Kaw River here—I was raised up here near Lawrence—he was a good hardshell Baptist and he got to be a hard working, industrious farmer. He attended church regularly and he was given to long prayers. Eventually his work interfered somewhat with his prayers, or his prayers interfered with his work, and to obviate that trouble he wrote out a little bit of a prayer and hung it on the head of his bed, and every night after he would quit work and get ready for bed he would look at that and say, “Lord, them’s my sentiments. Amen.” [Laughter.] I say to every clerk and carrier that has told his story here to-day, those are my sentiments too.

We have a condition in the post office that needs attention. It isn’t necessary for me to say that the work is demoralized. Every newspaper is publishing that to the world; everybody knows it, that the conditions in the post office and the work is demoralized. Why? That is the only question. Now what can we do to relieve that? The answer comes right back: “If you give adequate salary you will get men that can do the work; you will get enough men that can do the work.” In our office at Lincoln, Nebr., we haven’t a substitute in the office. We had two. One of them quit just before the holidays; the other one had been there about a year, and in order that the Government might save a little money, instead of paying him substitute’s salary by the hour they promoted him to a carrier without a route, putting him in the lowest grade, so that he can now work as a regular carrier, but he has no route. He is taking my route to-day, and I want to say that during the Christmas holidays we didn’t have a single extra carrier to help us out. There are in my class of resident carriers what we call the “big five,” five of us that sit in a row, and everyone of us have from one to three tubs full of mail that we couldn’t touch every day.

When I left on Monday afternoon this regular sub, or sub regular, took my route. I gave him more than he ought to carry. I put it up to him and left about 100 pounds in the office, and probably some of it will be there when I get back to work. That is not the condi-

tion that the post office ought to work under, and if you don't pay such salaries as will be adequate and make it attractive, you will never get the right class of men to do the work.

I don't expect to occupy very much time. I don't think it is necessary. I believe that this commission here will consider the situation, that it is necessary that some relief be given. We don't want to pick up every man on the street, as some of them have, and put them to work in that kind of an office. It is a detriment to the service. It is a detriment to every good carrier in the United States to have to work alongside of a gambler, as the brother from Oklahoma told us. We don't want that. We want good, honorable men in our service, or we want none. I thank you.

Mr. Cotton submitted the following brief:

BRIEF SUBMITTED BY MR. W. H. COTTON.

In the discussion of reclassification of employees of the Postal Service, there are many and complex subjects to be considered, but for convenience let us subdivide into two functions:

First. (a) Time, meaning the length of time an employee has served.

(b) Conditions of such service.

Second. Compensation.

TIME.

When the civil service act was passed it was evidently intended that those who entered the service would continue in such service for a long time, and that the young man should enter such service and continue therein; that thereby a better service could be built up than under the change system, where employees were frequently changed. We believed that one holding a life term would feel more of the responsibility of his position and would endeavor to give the best that was in him, and in ordinary times the belief has been justified. We built a better system and young men entered into the work. But one thing was overlooked in the creation of that system, that is, that those who have served faithfully are left to continue in the work just as they entered. New positions have necessarily been created and those younger in the service have been given these newer positions almost exclusively. While those, who by reason of age and long service in which they have been proved, are continued in and are not given the positions requiring less mental and physical labor. We believe that one who has served faithfully for years and who desires a change to some office position should be given the preference. Many men have remained in the carrier service until broken down physically, and have had to quit, while many desks are held down by young able-bodied men.

This seems to be more a classification of compensation rather than of work, and therefore I shall only touch the classification of work and try and connect it up under that subject.

COMPENSATION.

In discussing the subject of compensation, so many things enter in that it seems almost impossible to find a beginning place, but for convenience we will classify the elements under the following heads: 1. Housing, 2. Food, 3. Clothing, 4. Transportation.

1. *Housing*.—Under the topic of "Housing," we may discuss where we live or at least where the postal employee eats and sleeps and where his family lives. Years ago, when some who are still in, entered the service, this subject was not of so much importance as at present, especially in the smaller but growing centers.

Twenty-five years ago a man could rent a fairly comfortable house within walking distance at from \$10 to \$15 per month. Now he must pay \$25 to \$30 for a comfortable habitation. Unfortunately for us, post offices are built down in the business district of the city. Such a location is not to be thought of as a family home. It is no place to raise a family, and then, too, rents are prohibitive. Therefore the worker must go farther out, which necessitates some means of transportation to and from home.

The usual and cheapest means of travel is by street car. Formerly one could ride from the suburbs to his work at the rate of six rides for 25 cents; now the fare is 6 cents straight.

But, some one may say, why not own your own home and save the rent? Suppose that 20 years ago a carrier bought a home on the installment plan. The cost of upkeep, insurance, and taxes are almost as much as the rent, for along with other things, taxes have gone up. Twenty years ago in the city of Lincoln, Nebr., the taxes on a modest home for a carrier would be from \$20 to \$30 per year; now from \$55 to \$60. Prices of other things than rents and taxes have gone up.

Under the subject of housing we may include fuel, lights, telephone, and water—all essential to housekeeping—so that our expenses have increased from 40 to 80 per cent, according to figures compiled by experts.

So much for the topic of home, for any householder can readily verify these statements, and to save time we will not append the figures to prove the same; they are so self-evident that one will take judicial notice of them.

2. *Food*.—I shall treat this subject as in housing, leaving out tables and figures refer you to published statistics furnished by experts on the subject and also to the figures furnished you by my colleague from the Lincoln office, who works on the clerks' side, Mr. L. R. Fitch. A comprehensive analysis of his figures will convince one that postal employees do not have money to throw at the birds.

It is a natural inference that our employees are men of families and are trying to raise some children and educate them for usefulness in the future. Schools, especially high schools, can not be located at every door; they cost too much money, and are therefore centrally located, like the post office. We can not live near them on account of rents and other conditions, hence the subject of transportation bobs up again, and we must provide means of getting the children to school, which means patronizing the street cars; but that has been raised nearly 30 per cent since our friend entered the service 20 years ago. This seems to be a digression from the subject of food, but the connection seemed to fit in in this place.

It is hardly to be expected that we can furnish cost bills of 20 years, or even 10 years ago, and in view of all the circumstances we think such bill would only cumber the records without being of any practical use, as they are so patent as to be familiar to you gentlemen and a fact of which you, being men and fully informed, will take due and proper notice. Growing children must have plenty of nourishing food to build on and prepare a proper foundation for future usefulness, therefore with the price of everything from 30 to 60 per cent above 20 years ago, you can readily form your own conclusions.

3. *Clothing*.—This subject, like that of food, will be treated on general principles rather than to furnish tables of figures. It is enough to show that clothing, like food, has mounted beyond the reach of many, and only the well-to-do may go well dressed. The carrier, who 20 years ago paid for his winter uniform \$16 or \$17, must now pay, according to the latest price lists at hand, \$35.95 for the same; and if his work clothes have advanced you may be assured that the price of clothing for his family has advanced in like manner. Of course, the letter carrier does not spend much money for civilian clothing, for the simple reason that he goes nowhere except to work, and must wear regulation clothes; and if he did want such things he would be unable to purchase, for the rest of the family, not having a prescribed uniform, must perforce dress as other people do. And in the cities clothes make a great difference. I have known bright, handsome young ladies who were forced to quit a course in high school because their father could not afford to furnish the stylish and costly raiment worn by others, as they were shooed off and actually boycotted; their sensitive nature could not stand the strain, hence dropping out. Now, to furnish clothing, including shoes, for three or four girls and boys attending school is a problem for financiers, and consequently too much for a letter carrier.

4. *Transportation*.—The subject is so intimately connected with the lives of the city dweller that probably nothing more need be added than was mentioned under the discussion of housing. We must have some means to get to our work, and since the wise heads have decreed that "time" is an hour ahead, it is more necessary than ever to use the street cars to reach your post of duty on the minute and for the children to get to school on time, and with a 30 per cent increase in price it becomes a matter of special study.

Now, having discussed briefly some of the conditions confronting a postal employee, let us examine another angle. As before stated, the object of the civil-service act was to build a better system of business than we had.

At the time of the enactment, Congress fixed a salary commensurate with conditions at that time; but times have changed, and instead of the Postal Service being one of the best paid it is now one of the least. Then, in order to fulfill the intent and purpose of the law, we must make this employment attractive in some way if it was the purpose of this act to encourage the young men to enter it. This may be done by such a system of compensation that will be attractive. If we would hold and keep these men after they have once entered we must make the service a little more attractive than other

work for which he might be fitted. If a young man enters this as a life work his wages ought to be sufficient to keep those dependent upon him and to put by a little against the time when he will be of no further use to the department, or in providing some retirement law that will relieve him of the anxiety for the future, when the time comes for him to retire. For to us it is an awful thought that after we have married and lived with a companion for 40 or 50 years to know that at a time when we can no more carry the load, not only ourselves but this life companion will be turned out as an old horse to live upon the highway.

Another thought intrudes at this point, and this is that when you ask a young man to enter this service he ought to know the conditions. If he does, he knows that he must, after being certified and called, report for duty as a substitute, to take the work of one absent. He must familiarize himself with each route so that in the event he gets a day's work he may be able to do it creditably.

The idea of asking a young man to come into the office, provide himself with a uniform, learn the details, and report two times a day, whether there is a vacancy or not, for three or four or more years, seems to me to be worse than the ancient bondman system of our forefathers. They at least provided comfortable quarters, clothing, and food for the bound boy, and it was always understood that at the end of his bondage he was to be provided with a new suit of clothes, a horse, saddle, and bridle. Our system takes the boy and promises him that if he will provide himself with housing, food, and clothing and stay with it, that at some time in the future he will be given a job regularly in the lowest grade, which will not for years enable him to pay his back debts and properly maintain a family.

Then, if the purpose and intent of this law is to be carried out a reclassifying of salaries ought to be made. One that will hold out some future to the novitiate; one that will enable him to look ahead and see himself at the end of his "subbing" placed in a position where he can pay off his debts and save a little for the future.

It is not my purpose to tell you honorable gentlemen what is your duty, for you are wise men, and when you see wherein a wrong has been committed you will know your duty, and perform it. I would only suggest that the system be revised to give the entrance man something to compensate him for his time and a higher grade at entrance. In fact, we can not see the necessity of grades of pay at all when he is given regular work and performs it; he should be in the highest grade, or at least be given credit for his time; otherwise he is unfit and should be discharged to find his niche in some other vocation.

Gentlemen, you ask us in a set of questions sent out what we were doing prior to our entry into the service, and what was our compensation therefor? This is comparing the present with the past. Our man spoken of above, who has been in the service 20 years or more, may not have been receiving a fair compensation at that time, and evidently he thought so or he would not have quit and entered the Postal Service. Then, too, conditions as shown in the tables prepared by L. E. Fitch, of the Lincoln office, are so much different then and now that comparison can not be made with any degree of fairness.

As to equalizing the pay of all in office, it is suggested that is a matter for your judgment, i. e., whether one sitting at a desk and listening to telephone complaints is entitled to so much more pay than the man who does the work.

We are not making a kick on any other man's salary but our own, and we believe that some arrangement can be made so that not only can the younger man be induced to enter the service but to stick to it. The past year or two has demonstrated that such is not now the case. But if some system of providing for the retirement of the old and broken down, and a fair wage for the younger were devised, I have no doubt that many of our best young men would gladly take up this as a life work. I realize that you can not put this on a competing basis with speculative employment, but many of our best men are not speculators, but are willing and anxious to enter some life work that will provide a decent bringing up of a family and a protection for their declining years. If the work done is not worth the cost, then drop it; but if you are of the opinion that the work is valuable and necessary to the welfare of all people, then it is reasonable to suppose that it is and a reasonable price should be paid therefor.

A comparison of wages paid for work in the different trades of the city will show that even common labor is better paid by the hour than we are. And, further, that the cost of clothing for the worker is very much less than that of a carrier, who is supposed to be clean and neat at all times, as he is the direct connecting link between a great Government and the people. But with clothing at the present prices, he can not always have a clean suit to put on after a day's tramp through the mud.

It may be said that at our present salary some at least might be able to lay by a little for the future. It may be some can, whose families have grown up and are self-supporting, but how much do you suppose a man can save per year? Suppose he

could, by closest policy, save \$200 per year, how long would he have to work before he could retire and live off of his income?

In order that he might have an income of \$50 per month from his investments at 6 per cent, he must have invested \$10,000, and saving at the rate of \$200 per year would require 50 years of service, which is an impossibility.

It appears that wages have been better taken care of in other Government work than in the Postal Service. We are the last to ask for consideration.

Now, gentlemen, we ask of you a fair consideration of this subject and that you prescribe a fair and reasonable wage, that not only will the worker be relieved of the worry of debt and dependency, but that the service may be built up until it is a credit to the great America. Relying upon your sense of justice and fairness, we expect relief for which we will ever pray.

Mr. BELL. The next speaker is W. A. Callahan, of Kansas City, Mo.

STATEMENT OF MR. W. A. CALLAHAN, KANSAS CITY, MO.

Mr. CALLAHAN. Mr. Chairman and gentlemen, the salary question seems to be the paramount one, judging from what I have heard—and I think it will continue to be throughout this entire hearing—and I believe that this Government of ours should not take into consideration what any outside business corporation or individual interest pays its help, nor with what conditions they surround them, but they should determine on what an American father and mother can raise an American family in an American way, and then add to that sufficient for a competence for their declining days, or in case of sickness in the family. [Applause.]

I believe in the absolute justice of these gentlemen and Congress in general, and I believe that when this proposition is put up to them that they will give us an adequate salary, and that that adequate salary will be based on what? As I have mentioned a minute ago, what an American family can be raised on in an American way.

I don't care to go ahead with a lot of figures, because I believe that this commission and Congress in general has had access to figures from statisticians hired by the Government to gather these figures for them, and that nothing that I could give them along that line would be of any service to them.

The reluctance with which Congress has seen fit to increase the salaries of the civil-service employees has been the source of a great deal of discontent in the minds of the employees, thereby creating a condition of mentality that works for inefficiency rather than efficiency, because you can't expect at any time from any man who is discordant mentally the best that he has in him.

A captain of the One hundred and thirty-eighth Infantry who was my case mate before he enlisted in the service, after coming back and looking over the conditions of both salary and office work, said to me

I don't believe that all of the heroes and heroines were in the Army in France. It is my personal humble opinion that, all things considered, the post office had the Army skinned.

I claim there is a no more loyal body of men or people in the country than the post-office employees of this United States Government, and I believe that this great Government of ours should recognize this by at least giving them a living wage and make such a wage scale that will attract the very best help in the country to the positions to be filled, and I have absolute confidence that this commission will so recommend.

I remember when I came into the service some 15 years ago that I sacrificed something like about \$60 a month to obtain employment as a civil-service employee. I was a railroad man at that time, making in the neighborhood of \$100 a month, and when I came into the office after having passed a fairly rigid civil-service examination, one that is entirely different, apparently, from what it is necessary to pass to-day, judging from the material that we have on the civil-service eligible list, I was told that I could make possibly \$40 a month. I said to the postmaster: "It is certainly a prohibitive proposition for me. I owe my wife and child more than that, and I have got to have a little something for myself." But I was allowed to be excused from substituting for some 15 months. In that time I continued railroad-ing, and with the object in view of taking up this civil-service job I saved enough money to weather me through another 15 months of substitute service. Then, at the present day, after the sacrifice that I made for this place, after 15 years, practically, of service, I have the picture of a man who passed a very different examination from what I passed, working alongside of me, me putting his mail up for him and letting him carry it out and delivering it, drawing more money per hour than I am. I ask you, is that just? Is there any justice in that kind of treatment? I say there is none.

In my estimation the inability to get sufficient help of the mental caliber necessary to be efficient is due to inadequate salaries, and Congress will have to enact legislation that will give us adequate salaries. I may be wrong, but I feel that it is the province of the Postmaster General to give service rather than to be able to point to surplus in the revenues of the Post Office Department. [Applause.] The business man or the individual, I don't care which, at either end of the journey of a letter, is not interested in whether the Postmaster General is going to be able to point to a surplus at the end of the fiscal year, but in how long it is going to take, or with what dispatch that letter is dispatched and delivered. His interest is in service, absolutely.

Now, just some local conditions. One carrier in this office has worked over 1,200 hours overtime in the last year—and overtime is not what we want. It is the consensus of opinion that overtime is not what the carrier wants. It has been determined that eight hours is enough for any man to work, and for that reason, ordinarily, men don't want to work any longer. You will find some men who, on account of the inadequate salary that is paid now, want to work overtime because they can't make both ends meet unless they do.

I am in favor of the appeal board that has been mentioned by others.

I was looking over the sub list to-day, and I find on the sub list 29 regular subs where a regular sub list of nearly 80 had been carried before. The temporary men were 32, of which 25 are not available because the officials don't know anything about where they are. They go to work for a while and then they will just quit without a word to anyone, and these 25 names are just simply waiting a recommendation to be stricken from the list. There are 15 others who work Saturdays and Sundays.

In the way of handling mail in the main office, I will speak for that because I don't know exactly the conditions in the stations. On Monday all carriers are compelled to curtail to a certain extent; on

Saturday one-half of them curtail; on other days from 5 to 10 per cent of them do not finish. The stations are finished, but the men work overtime. I thank you.

Mr. Callahan filed the following brief:

BRIEF FILED BY MR. W. A. CALLAHAN.

In presenting you the facts herein contained regarding salaries, expenses of living, and conditions of service, I am acting wholly as the representative of the letter carriers of Kansas City, Mo., who selected me for this purpose in compliance with your wishes, as stated in the letter announcing your intentions of being here on certain dates. This is not a personal, but a collective report.

SALARIES.

We believe that in the matter of salaries the Government, in its different departments, should not consider what this large or small corporation or business pays its employees, nor with what conditions they may surround them, but should by careful investigation determine on what salary an American father and mother can raise an American family in an American way; then, increase that by what a person needs to provide a competence for their declining days.

This the Congress of our United States has not done in our case. I will here say that as far as I know, or can ascertain, all classes of Government employees, or those under Government control, have been more liberally taken care of in respect to salaries than the post-office employees. In the last five years all clerical, skilled, and unskilled workers have been increased in salaries from time to time as the cost of living increased, in many cases more than 100 per cent, and the following representative list shows an average of 98.6 per cent:

	Per cent.
Auto drivers.....	84
Teamsters.....	125
Laborers.....	135
Stationary engineers.....	85
Hoisting engineers.....	127
Machinists (not railroad).....	75
Coal miners (before last raise).....	76
Meat cutters (in one year).....	85
Employees in 10-cent stores.....	100
Lumber laborers.....	94

The Congress has, while private enterprises have been so liberal, seen fit to increase the post-office employees, with the exception of substitutes, 37½ per cent of the basic salary of 1914, which was \$1,200 per annum. The effect of this parsimonious treatment as compared with private enterprise has had a deterrent effect on those on the eligible list and on those who were contemplating taking the civil-service examinations for those wishing employment in the Post Office Department.

This attitude of our lawmakers and the Postmaster General has had the effect of creating a very unsatisfied state of mind in the regular employee who has faithfully and patriotically remained at his post of duty, feeling that while justice seems slow at times it nevertheless is nearly always certain.

We, the letter carriers of Kansas City, who have heroically stuck by the Government through its troublesome times, are pinning our faith on this honorable commission that it will make such recommendations to the Congress and insist on its recommendations being accepted and enacted into law; that it will wipe out the thought of the injustice of our great Government to the employees of the Post Office Department, and do more toward promoting a harmonious state of mind in the employees, and thereby increase the efficiency, for one can hardly expect even good work, much less the best a man has in him, if he is discordant mentally from any cause.

A captain of the One hundred and thirty-eighth Infantry, who was my casemate before enlisting, on returning and looking over salaries and conditions, said: "Well, it's my own humble opinion that all the heroes and heroines were not in the Army in Europe, but all things considered in proportion to numbers the post office has the Army skinned." That is the opinion of one who was well informed by actual contact before the war, on looking things over after returning. I am inclined to believe he spoke more truth than he thought at the time.

We firmly believe in the justice of this honorable commission, and in the Congress in general, and feel that it was for the purpose of bringing out justice that your time

and energy are being expended, and that your earnest desire to be just to all concerned will be rewarded, and its fruitage be a satisfied, contented, employee.

The subject of salary seems to be the paramount one to be discussed at this time, and I think that with the figures that the honorable commission has had access to through the effort of regular gatherers of statistics in the employ of the Government, they will have had ample proof of the disparity between salaries paid post-office employees and the cost of living, and I hesitate to offer what I have gathered for their information, but will here give some figures as a reason for following recommendations. In the years 1918 and 1919 there have been no additional routes established, while there has been more than a 10 per cent increase in the incoming mail.

The Postmaster General, in his report, claims all of the credit for the handling of that excess in the standardization of methods of handling and equipment. That may work out in the clerk part of the work, but there has been no change in carriers' cases, nor indeed can there be I believe a standardization of carriers' cases because of the diversity of conditions on routes, and there has been no change in carriers' base except enlargement to about twice the previous size. This has been a contributory cause for dissatisfaction of a great many because it resulted in heavier loads on an already overworked employee. Of two carriers who have died in the service, one was cautioned by his doctor not to lift nor try to carry any more heavy loads. In the case of the other the doctor said that his heart valve had literally been strained out of him by carrying heavy loads, the ailment being the same in each case.

In my estimation, the inability to get sufficient numbers, and at the same time persons of mental ability to make efficient help, is based wholly on an insufficient wage and is the procuring cause of the discordant state of mind of the personnel of the service. I maintain that the salary question is the paramount one, for on the amount of income is based the amount of care and recreation or pleasure a man can provide for his family. When a man has to prove certain educational qualifications, also physical, to obtain a position in the Post Office Department, and sees the common laborer enabled to sell his physical qualifications for as much, and in some instances more, than the post-office employee gets for both mental and physical, is it any wonder that he forms the "don't care" habit and deteriorates in efficiency? It breeds that state of mind.

I may be wrong, but I feel that it is the province of the Postmaster General to maintain service to the people in the dispatch and delivery of the mail and not simply to demonstrate his business ability to make the Post Office Department a cold-blooded dollar-making proposition by being able to produce a surplus. Surpluses are not particularly what the business man wants in the report of the Postmaster General. The interest of the business man at either end of the journey of a letter is not whether the Postmaster General is going to be able to show a surplus at the end of the year but how that letter will be dispatched and delivered with the least possible delay. Service, in other words, is his interest. Service is the primary reason, I believe, for the establishment of the Post Office Department.

Now: How to get service? My humble opinion is that this can be done by making the salary and conditions of the service as attractive, or a little more so, than private industries do; to the extent that the best material for the work to be performed might be induced to apply for the positions to be filled. It can't be done now with the present wage schedule, for most men need more than is paid in maximum salaries for the support of their families in a more or less frugal way. None of the little niceties so enjoyable to the average person are permissible on the present wage and any number of employees are making use of their vacation periods in trying to balance the wage or earning with the expense account, thereby defeating the purpose of the vacation period by using that time allowed them for rest and recreation to providing a meager existence for self and family.

The cost of living since 1913 has increased on an average of approximately 92 per cent by averaging the figures obtainable from private, personal sources, the Government, and Bradstreet, which range from 82 per cent to 131 per cent. Regardless of the efforts of the Government to halt the ascent of prices and cause a decline, prices are steadily going up on an average of about 1 per cent a month since June, 1919. Here I wish to give the expression of the majority of the carrier force approached on the subject, regarding what they think should be awarded them as an adequate and just compensation:

First regular year \$1,800, second regular year \$2,100, third regular year \$2,400, with automatic promotions based on service.

These promotions should be taken care of in a way that personalities or differences between supervisor and employee could not enter in, assuming that if a carrier is allowed to remain in the service and is doing the work necessary to carry the route he is eligible to promotion to the next higher grade at the expiration of one year's service in any lower grade and not at the beginning of a quarter, thus, eliminating the per-

nicious practice of waiting to fill vacancies three or four days after the beginning of a quarter which causes those thus treated to work at the initial salary nearly 15 months before receiving promotion, thus, defeating the spirit as well as the letter of the law.

Now, to show to what extent the efficiency of this office has been disturbed, I quote the following figures:

Resignations of regular carriers (1918 and 1919).....	53
Resignations of substitutes (1918 and 1919).....	49
Civil service eligibles appointed.....	71
Civil service eligibles declined appointment.....	11
Civil service eligibles failed to report.....	26
Temporary men, exclusive of holidays (not civil service).....	88

Approximately 20 per cent of the high class, efficient employees who passed high grades in more difficult examinations than the eligibles in the last three years has put self before service in the Post Office Department and resigned to take up more remunerative positions and their places have been filled with a lower grade of employees.

These figure show also that even after becoming eligibles, 11 of these declined and 26 failed to report, indicating that private industry had won in this competition for help.

I feel that this great Government of ours is entitled to the very best help obtainable and that sufficient inducement in the way of salaries and working conditions be offered in an effort to attract that caliber of employees. This has been the case and should be again and can be by bringing out simple justice.

The failure to relieve this wrong condition and to expect more and more in the way of performance from employees, already overworked, has produced a state of mind bordering on rebellion and those who left the service had become so dissatisfied at the reluctance of the Congress to note and relieve the situation that their rebellion of thought ripened into action and they severed their connection with the service and this indicated that they had given up hope for relief. To those who have remained the flame of hopefulness had all but flickered out but has been fanned into renewed life again and again by reports from Washington that surely something would be done, that there was enough fire left to start a conflagration when we learned that this honorable commission had been appointed, and that we were going to have the opportunity to present our case first hand to those who can and will, we feel sure, give us substantial relief.

I will venture the assertion that there is not a post office in the United States where there is a more harmonious feeling exists between the departments of supervision and execution or where more efficient supervision and execution results than in this office, and at the same time I have never in the 15 years of my service, and from what those of 30 years and more of service say, seen a more discordant and disturbed state. The local officials and supervisors have done all they possibly can to make things run smoothly, but it can be relieved only by adequate remuneration and relief from the strain of overtime and overwork.

Since the adoption of the Australian ballot system, thereby making secret all votes, it would seem that the time is ripe to repeal the law governing the political activity of civil-service employees. There is now no opportunity for those who so desire to control even one vote, by buying or otherwise, because they do not have any way, in most States, to find out how a person votes. It seems entirely wrong to us that we should be deprived of any part of American liberty when there now exists no reason for so doing.

May we hope you will give this question some consideration, because, it is sometimes, of vital interest to the individual who governs him and we think we should have the right that all American citizens, except those who are confined in prisons or have been disfranchised are permitted to enjoy, and should not be penalized and deprived of our rights as American citizens simply because we are in the Government's employ. That law or ruling is now obsolete and should not be continued to deprive as loyal a body of American citizens as the civil-service employees have shown themselves to be.

We think that there should be some way devised by which a carrier could be allowed to do clerical work as overtime when necessary and not be compelled to take out heavy packs of papers after working hard all day on his route; instead total strangers to the work, rank outsiders, are given that work and a carrier denied simply because the law says he is a regular carrier. Clerks are allowed these privileges as concerning carrier work and the same should be interchangeable at least at the discretion of the superintendent of mails.

While the Postmaster General is so insistent that the Post Office Department be self-sustaining, we might ask him why he could not as consistently ask that all other

departments of the Government at least pay the cost of handling its own correspondence and business transacted through the use of the mails, thus causing the post-office employees to suffer low compensation in order that they who make no pretense of being self-supporting may show less cost of operation. In this and in causing second-class matter to pay its own way by increasing the postage to a cost-paying basis, the Postmaster General might easily find the means to pay the raise in salaries as recommended herein. He could, at least, in his annual report show a balance in cost and receipts for that class of mail and not a deficit of nearly \$68,000,000. This would come within \$20,000,000 of producing the amount of money necessary for this increase asked in all justice by the letter carriers of this great Government, and if the other departments of Government would pay their way in the handling of their mail I firmly believe that there would be a surplus. When young, this country had some reason for assisting the public to get news and educational matter, and the publishers, too, but those infants in the dissemination of education and news have grown into manhood these many years ago and have become more and more mere advertising stuff, for the most part, and have been abusing a privilege that long since should have been taken from them.

In the Postmaster General's report he cites one magazine whose advertising matter netted the publishers approximately \$1,500,000 for one issue and cost the Post Office Department \$160,000 to distribute it over the country. I ask you, gentlemen, in all fairness if this is just.

In conclusion, gentlemen, I repeat my confidence in you to find the solution and ways and means to remedy in a mandatory manner, the conditions now in existence in the Post Office Department, and take this opportunity to thank each separately and the commission collectively for their efforts in trying to remedy almost intolerant conditions relative to salary and work.

Mr. BELL. The next speaker is J. H. Smith, of Wichita, Kans.

STATEMENT OF MR. J. H. SMITH, WICHITA, KANS.

Mr. SMITH. Mr. Commissioner, Wichita, Kans., has the same abnormal labor condition that Oklahoma City has, which the gentleman spoke about, around the borders of the oil field.

I would like to call your attention to two points that I believe in the Wichita office show the weakness of the present salary bill. The first one is the inefficiency of the help they are obtaining to-day. The assistant superintendent of mails has handled the substitute carriers in Wichita for years, and he told me that the substitute to-day requires from one hour and thirty minutes to three hours per day more time to do the same work than the substitutes used five years ago. On the 15th of October carrier 38 of Wichita, who had been suffering for years with stomach trouble, had an operation performed and resigned his position to die. He was in a weakened condition for several years. He was carrying his route on all normal days and was making two complete deliveries. They sent one of our new men that had subbed for several months, and after two months trial, on that route there were days that he was not able to make one complete delivery in eight hours, and they took him off and put another man on.

On the second day of this month carrier 44 was taken sick in the morning after he had made up his mail and was compelled to go home. They sent a substitute out, and part of the time two substitutes on the route, and when I left Wichita on the 6th, at the end of four days on that route the substitutes had put in 64 hours at 60 cents an hour. They had at least 150 pounds of other class mail piled under the case and beside the case; they had three sacks of other class mail that was stacked up, that had never been touched. Monday evening's letter mail and all the first-class mail for Tuesday was lying on the case and had not been touched. If the regular carrier had been able to work he would have worked that entire mail, made two trips per day on it

in 29½ hours at 45 cents an hour. Mr. Commissioner, it isn't the 60 cents entrance fee that is hurting, but the men won't take that job, an efficient man, and drop back to 40 cents an hour after leaving his work.

The other point is more personal with me than the first one. With a family of four—my wife and three children—without paying any rent, working every day at highest salary, last year at the end of June 30 I was just a little over \$300 worse off than I was at the beginning of the year. Mr. Commissioner, that is what hurts with me.

Mr. BELL. The next speaker is C. H. Jones, of Kansas City.

STATEMENT OF MR. C. H. JONES, KANSAS CITY, KANS.

Mr. JONES. Mr. Commissioner and fellow workers, I want to touch on a little different view here. I will speak somewhat of my own personal experience.

At the beginning of the war I happened to locate on a small tract of land west of the city a short ways, and raised a little stock, such as a cow, some chickens, a few pigs, etc., and with the help of my wife in handling that place, with the increase in my live stock I was able to keep my head above water.

We circulated several questionnaires in our office prior to the 1st of October. We made up our report at that time, expecting to present it to the commission on October 3 and 4, and the questionnaires that we circulated came in and we averaged the amount of expense per family, and we found that it actually required about \$1,750 a year for the upkeep of the family. That includes schooling, etc. In my particular case I have to pay tuition for my daughter in high school and carfare to get her there. Now, of course, that perhaps does not interest some who are centrally located, but I more than make it up, in view of the fact that I am out where I can raise a little of the necessities of life.

Our boys asked me to say something about the matter of subs. Up to the time that they increased the subs from 40 cents to 60 cents an hour, we had practically no substitutes that we could rely on, but we got along somehow in the office. When they increased the salary to 60 cents, I will say that we got some better men, although they are a little off color, and we have been able to keep up pretty well in our office with that class of labor, but the boys do not feel that they should work at a lesser salary, those who have been in the service for a period of years and who have qualified as carriers and are able to do the work that the substitute who gets 60 cents an hour to-day is hardly able to do. They don't feel that they should be kept at a lower salary than the subs. In other words, they think that the entrance grade should be \$1,800; \$1,800, \$2,100, and \$2,400 is the ambition of the carriers in Kansas City, Kans., and we hope that when this commission reports, we will get somewhere near our goal. We surely are entitled to more money—those who have worked faithfully for a number of years—than the man who has just come into the service.

Another thing, we have a few old men in our office who are physically incapacitated to carry mail, yet those men can hardly be thrown

out on the cold world, as they haven't accumulated enough at this time to enable them to go on in life, and what would you do? If you threw them on the scrap pile there would be only the poorhouse staring them in the face, and not a great while ago I had occasion to call on our postmaster and talk to him, and he told me, and designated one of our men, and the words he said were: "It is a damned shame to see a man like that go out on a street with a sack of mail. But what are you going to do? He has to keep the man or throw him out, and he is a God-fearing man enough to help those in their weakness and keep this man on the pay roll, where he can make an honest living. And of course I feel very thankful to be working for such a man.

Our conditions are not as bad, perhaps, in crowded circumstances as some I have heard of to-day, although I was asked by one of our carriers to bring up the fact that the carriers in our office to-day are overcrowded. We have scarcely room to get through the aisles to our cases with the mail which we have to handle, and it necessitates more or less disturbance to those who are working. Of course we work under the speed-up system the same as the rest of them do, and every minute that is lost in that respect is a minute we can hardly gain again.

I am sure that this commission is going back and report something in our favor, and I thank you.

Mr. Jones submitted the following paper:

BRIEF SUBMITTED BY C. H. JONES.

We hereby present our claim for increased compensation and beg leave to present the following facts for your consideration and assure you that we are only asking justice. We do not ask for any favor, but simply wish you to consider our position and for the moment put yourself in our place and consider what the wage should be commensurate with the work we have to perform and also the price we are compelled to pay for the necessities of life, also taking into consideration the fact that a letter carrier's children should have the right to a well-rounded education if they are to become useful citizens of this, our great Republic.

1. The present salary of the letter carrier is inadequate to support a family and give them more than the bare necessities, therefore many of the younger and best blood of the service are seeking elsewhere for more remunerative salaries, thus lowering the efficiency of the service. Many more who have large families have had to work at some other employment during their spare moments, thereby lowering their own efficiency in their own service. Some have looked forward to an increased compensation to take care of this increased cost in living and have gone in debt and the majority have failed to keep up in appearance, to what the public has a right to expect. Uniforms have been patched and pressed and worked over until the time arrives when new ones must be bought, and the price is higher than ever. This state of affairs undermines the health and destroys the morale of the force, thereby lowering the general efficiency.

2. The cost of the necessities required to sustain life have increased out of all proportion to the increase in wages. In the year 1907 Congress saw fit to grant the postal employees an increase in wages, so that it were possible for a letter carrier to work up to \$1,200 per year. This was considered a just wage. The present high wage is \$1,500 per year, this being an increase in wages of 25 per cent.

Government statistics will show that some of the necessities have increased all the way from 100 to 300 or even 500 per cent.

Canned goods also show a like increase, while the ordinary cloth and clothing used by people of ordinary circumstances has shown even more increase than groceries. Coal, even before the present agitation, was 150 per cent higher than usual. After cutting down living expense to the minimum, our living expense averaged \$1,750 for the past year, while the highest paid men received \$1,500. Some commodities have shown a slight decrease in price, while others have steadily increased and are increasing every day, so that the average is more likely to be higher in the future.

3. It has become almost impossible to get men to take the examinations, and the men who take them are not up to the standard as compared to men who entered the service when the letter carrier was receiving a wage that compared more favorably with the cost of commodities.

We have lost 12 regular carriers and about 40 substitutes, which is out of all proportion to what the changes should be in order to maintain the proper efficiency. We believe Kansas City, Kans., letter carriers are the most faithful, conscientious, efficient, and patriotic bunch of men to be found anywhere. We therefore present our claim for adequate compensation before you, believing that you are men of judgment as well as justice, and that the letter carriers will be granted a wage sufficient to maintain their families in a credible manner.

Mr. BELL. Before the next speaker is called, I would like to say that the hearings will begin in the morning at 9 o'clock in the large room just below this room.

The next speaker is Mr. E. E. Wiede, of Topeka, Kans.

STATEMENT OF MR. E. E. WIEDE, TOPEKA, KANS.

Mr. WIEDE: Mr. Commissioner, fellow workers, I don't know that I have anything to add to what has already been stated in regard to salary legislation. The part that I will touch upon has already been touched upon. We are fortunate in Topeka, as one of the clerks has said, in having good working conditions, but there is just one matter that I would like to speak of in regard to that, and that is the doubling up system. I haven't heard that spoken of here. They take off three carriers in the summer and put them on as substitutes. The substitute loses that much time, and it doubles up the routes among five or six other carriers, which is a hardship on the carriers doubled up and a hardship on the substitutes.

Now, Topeka is a railroad town and wages there are exceedingly high. In the Santa Fe offices the lowest wages paid to the messengers and copy girls and bundle wrappers are \$87.50 a month, and I understand with the first of the month the Railroad Administration has allowed them \$109 a month as a minimum wage. Now, I believe that we should have a substantial increase so that we can live along with the rest of the people and pay for the necessities that we need. I am ready and willing to do a fair day's work, and I would like a fair day's pay. I thank you.

Mr. Wiede submitted the following brief:

BRIEF FILED BY MR. E. E. WIEDE.

We, the letter carriers of the city of Topeka, Kans., through the undersigned do hereby submit the following information for your consideration in the adjustment of wages and salaries of the letter carriers.

There are several things required of the letter carrier that is not required of men in other lines of employment: The letter carrier must take an open competitive examination in order to secure the position, and if he succeeds in passing the efficiency test his name is then placed upon the eligible register in the order of his percentage rating, and appointments are made from this register in their order to the position of substitute letter carrier. Substitutes serve an indefinite period of time, generally three or four years, during which time they receive 35 cents per hour for the actual time worked (with the bonuses now in effect, 60 cents per hour), thus their earnings are very meager and uncertain, averaging about \$50 per month, and when a vacancy occurs the senior substitute receives a regular appointment but he receives no credit for the time served as a substitute and must begin at the salary paid for the first year and work up to the maximum; this requires a period of time as great or even greater than the substitute period. Thus the letter carrier must work for a period of at least eight years and very often more before he reaches the top or maximum wage, and then he faces the alternative of working the remainder of his life without any more

chance of promotion; and this long period of time should be cut down by reducing the number of grades to two and not more than three and by crediting the employee with the time served as a substitute. A letter carrier will be as efficient after serving the usual substitute period as he will be after serving five years as a regular carrier if he is at all efficient.

The knowledge gained while employed as a letter carrier can not be sold to private employers, hence it is of no value to any man only in the Postal Service.

The letter carrier must give bond to cover any losses that may be traced to him, and he must be accurate under all conditions and circumstances, receiving demerits for the slightest mistakes and perhaps loses his position. The letter carrier must also perform his duties under all sorts of conditions, and is exposed in every kind of weather, thus endangering his health and earning capacity.

The department requires postmasters to double up the routes in their respective cities during the summer regardless of the volume of mail received. In our city three routes are taken off and the regular men are used as substitutes, the work of these regular men is added to that of the remaining routes thus adding additional burdens to that already borne by the letter carrier and this is done in the hottest part of the season, this procedure also reduces the pay of substitutes very materially.

The carrier must wear a costly uniform and on account of coming in contact with the public and exposure in all kinds of weather more and better clothing must be purchased that he may appear neat and respectable to the public and also comfortable, this clothing is much more expensive than that required by other postal employees and men in other lines of industry, thus the letter carriers clothing expense is much greater than that of laborers, machinists and others.

The cost of living has increased more than eighty per cent during the last three or four years and in many instances it is still going up and during this time the letter carrier has received about 37 per cent in bonuses or temporary increases while employees in other industries have received increases equal to the increase in the cost of living and in many instances more. The rate of pay for the letter carrier is now but very little above that of the common laborer while his expenses and responsibilities are much greater, the letter carrier due to the training and expense involved and the service rendered ought to be of as much value as the skilled workman at least.

Statisticians in latest reports and estimates on the cost of living declare that it requires a salary of \$1,800 to \$2,000 per year to pay the actual living expenses of the average family; this being true it is readily seen how much a family must deny themselves in order to keep even on a salary of \$1,000 to \$1,200 per year. The bonuses now in effect are only temporary and the letter carrier has no basis on which to make his future business calculations.

We have placed the foregoing facts before the Commission and in order that the letter carrier may properly provide for his family in the way of wholesome food, decent clothing, and give them the education that they have a right to ask for and also that he may provide them with future protection in case his earning capacity should be decreased by sickness or cease altogether by death, we trust that the commission will recommend to the Congress that a permanent and substantial increase be granted us.

And we rely on the judgment of this commission to recommend a salary that will enable us to maintain our families in a sensible and respectable manner, and that the commission will also use their influence to secure this legislation for us.

CHESTER WEEKLEY.

EDW. E. WIEDE.

Mr. BELL. The next speaker is Charles A. Watson, of Pittsburg, Kans. You are allotted 5 minutes, Mr. Watson.

STATEMENT OF MR. CHARLES A. WATSON, PITTSBURG, KANS.

Mr. WATSON. That is enough. I have heard so many figures and statistics that what I have to say wouldn't add very much to it.

We come up here because we consider you represent the people that hire us. We have told you our troubles. You have had enough tears flooded upon you on this trip. You said in your opening address that you loved to hear us talk to you, but if you are glad to hear what you have heard to-day you are a hard-hearted

man. [Applause.] Now I will tell you, Mr. Commissioner, with all due respect to you, we consider you represent our boss, in fact, you are our boss in a way. You know now just what our conditions are. We ask you to give us salaries so we can walk out of the office where we work with a new uniform, our shoes blacked, our hair parted, a new cap, a fine number on it, so we will be glad to say, "We are letter carriers of the U. S. A." [Applause.] We don't want a salary where our wife has to put one patch on top of another, and another patch on top of that, and finally throw away a coat and give us a vest and a straw hat in the middle of the winter, and we sneak up the alley and say, "Boys, we can't help looking this way; we are letter carriers." [Laughter.] We demand the right to feel proud of this position that we have been in so long. We demand the right to say to our fellow men, "We are the American Government, as far as we go."

The letter carriers of the United States are the largest body and the most popular body of representatives of this Government in it; they know more of the happiness, more of the woes, more of the secrets—I won't say much about secrets; I know too many—and more of the pleasures of the common people and the common people know us better than any other branch of the American Government. Then why should we be picked out and told: "You are loyal boys." Our officers in Washington say, "The old men are not quitting; don't give them any more money; they are not quitting." Why? Did it ever enter their heads that it is because we love the work we are doing? We feel it so much an honor to work for the Government that we would rather take a little less, and if you pay us what you ought to pay us, these men will not come up here and say, "According to the way of overtime there is three-fifths of 1 per cent ought to be added to my overtime." They will say, "We have got money enough." Give us what we ask. Give us a living wage. You all know what it is. There is no secret about it. It has been filed everywhere, published far and wide. Give us an American wage.

Mr. BELL. The next speaker, Mr. Lloyd P. Ham, of Atchison, Kans.

STATEMENT OF MR. LLOYD P. HAM, ATCHISON, KANS.

Mr. HAM. Mr. Chairman and Gentlemen: The gentlemen preceding me, most of them, have generally dwelt on about what I had in mind to say, but I was sent down here by the Atchison mail carriers to present our case, and I would like to say that, as far as the substitute proposition is concerned, we are up against it. We have one substitute, a colored man, and we also a while back did have three. One man went out to carry half a day and came back and said: "No, I am not any jackass; I am not going to carry those kind of loads," and he quit. They went and got another man and brought him in—a newspaper man. He had a paper route and he carried his route one day and came in the next morning and said, "No; I can make more money carrying papers, and I don't have to work nearly as hard as I do on this mail-carrying proposition, and I am going to quit." The next man that came in was a fourth-class postmaster, and he had the good fortune to go around with me on a rainy day. I am a

mounted route carrier. The roads were muddy, and he went half way around in the buggy, and got out and said, "I don't want any of this; I am going home." The next man appointed was a colored man, and he was put on parcel post. Our parcel-post system is not permanent—just temporary—and he carried parcel post, and when we want off we don't know whether we are going to get off.

They appointed a man for Christmas, and he served the Christmas rush and quit. They were up against it for a man, so they finally induced this man to stay two days. That was yesterday, and to-day the boss asked me how long I was going to stay, and I told him until Friday, and he says, "You can't do it." I says, "Yes, I can." And he said, "I will have to put a clerk on your route, then, until you get back." So that is what we are up against for substitute carriers. The trouble is that a man there can go on the railroad, out into the shops, the flour mills, or out into the box factories, any of those places, and make more money than he can working at the post office, and the 20 cents an hour increase in the substitute pay hasn't made any material difference in our gaining new and efficient employees.

When I took the examination, it took an eighth-grade scholar at least to pass the examination; now, as a brother said a while ago, a fifth-grade scholar can pass it, because there is no geography and the arithmetic problems are very light.

Another thing, in our office we haven't had a new route put on in the last 10 or 11 years, and the mail has increased probably 50 per cent. We have carriers there now, when I left there yesterday, that have in the neighborhood of 150 pounds of mail piled up under the table that had been there—that much mail had accumulated and has been there since the week before Christmas, and they are unable to deliver that mail because they have too heavy a load and too big a territory to carry it over.

Mr. BELL. What class of mail is that?

Mr. HAM. Well, it is generally second-class, second and third class mail. Now, our case is a little different from some of our brothers' here. We have a very nice post office, a very nice place to work, as far as that goes, but we think that we ought to be entitled to enough salary to raise our families and live as white men ought to live.

Now, I have a few figures here that the boys have figured up. These are not the largest families or the smallest families, but on a family of four we have figured up the list, and it is not expensive living, it is the commonest kind of living, and it totals \$181.70 a month for a family of four. Now, practically all the men in the office but two are making a living by working outside, including myself. I am a \$1,300 man. If I had not worked at lodge work, and other kinds of work, street car, bought and sold horses, gardened, raised pigs, and done everything I could possibly do to make a living, I expect the county would be keeping me now, but I have been fortunate enough to get out and pick up a little extra work, so therefore it seems to me as though the carriers, according to our rating, according to our figures and the price of what it costs us to live, we ought to be put on a salary of from \$1,800 to \$2,400 a year.

Mr. Ham submitted the following brief:

BRIEF SUBMITTED BY MR. LLOYD P. HAM.

I as a representative of the letter carriers of Atchison, Kans., wish to state that owing to the excessive high cost of living, we are unable to meet our living expenses without doing some other work after our regular duties as carriers are performed. As for my part, I am in the second grade, receiving a salary of \$1,300 per year, and the last two years have been receiving between \$600 and \$700 a year salary for working at lodge work, and at this rate have just been able to meet my living expenses. I, as the representative, ask that our basic salary be raised to a \$1,800 minimum basis and a \$2,400 maximum basis.

I also further wish to state that owing to the small salary we are receiving it is almost impossible to get competent employees. Our office has only one substitute carrier and we are unable to get any more on the list, except colored men, or men of inferior grade. I further wish to state that if our salaries were raised to a figure where we could make a living that we could get men of a better class who would accept a position and keep it instead of working a week or two and then quitting. I further wish to state that the mail carried out by the carriers has been about 50 per cent heavier in the last two years and that we have not received any additional carriers. During such times as Christmas we have only received 12 hours overtime and have had to try and deliver the surplus after the busy season, sometimes taking us from two to three weeks to get our cases cleaned up and all our mail delivered. I further wish to state that we should have a way to gain seniority, as in the past three years the last men receiving regular positions have received the best positions, while men who have been in the service 15 to 20 years are having to carry the heaviest routes. I have a personal matter that seems to me is very unjust. I was appointed a regular carrier July 15, 1916, and owing to an infraction of one of the rules committed while acting as a substitute another carrier and myself were reduced \$100 in salary for one year. At the expiration of the other carrier's year he was restored to his proper grade and salary. His year expired in April prior to July 1, 1918, while mine expired on July 15, 1918, and owing to the \$200 permanent increase allowed that year, I was not and have not been restored to my proper grade and salary. The superintendent of mails at Atchison, Kans., is over the clerks and carriers, and we think we ought to have a superintendent of carriers appointed from our own body.

Mr. BELL. The next speaker is Mr. H. Stephenson, of Fort Worth.

STATEMENT OF MR. H. STEPHENSON, FORT WORTH, TEX.

Mr. STEPHENSON. Mr. Chairman, members of the commission, and fellow carriers, I got here on sufferance to-day. I thought I would have plenty of time when I left home, and I came up on the fastest train I could get, and it stuck out here in the country about halfway up and kept me four hours late getting in; consequently I was not with you in the conferences. I will state that the reason I did not get here yesterday was the fact that on the day before yesterday we had nine men off sick, and they asked me not to leave them in a tight pinch, so I did not. I thought maybe the next day would be better, and I waited until day before yesterday evening, to see the prospects, and they asked me to show up in the morning and I did, and when I got there there was eight men off sick, two of the old men being back, and one of the other fellows that was not sick, he got sick. Now that develops this proposition that you have all been mentioning, about the sub proposition. We are up against it on the sub proposition, but it isn't our fault. When the men were getting 40 cents an hour—and I don't mean to cast any reflection at all upon the men, because it wasn't their fault—we had 10 subs and were entitled to 12. When the 60-cent sub wage scale went into effect, our office cut down our subs from 10 to 5 and left us working on that. We can't get off on vacations; we can't get off on business; we can't get off on sick leave without somebody else having to double up the route. It is a hard proposition with us, and that is the reason

I was late. I worked right up until nearly 5 o'clock. I got home at 3 minutes after 5 o'clock that night and I left at 6.05 on the "Katy," left Fort Worth at 6.05 last night, so you see what close schedules I have been working on to get here.

Now, as to the outside work that we have been talking about, 60 per cent of our boys, both clerks and carriers, are working on the outside to make both ends meet. I have been, for the last 15 months, drawing \$300 flat salary per year on the outside, and then just barely able to keep my head above water. Now, I am giving you facts and figures right from our own experiences. Now, then, as to the sub list that we draw from: I was talking just yesterday with our civil service examiner, and he told me—I beg your pardon, it was Sunday—he told me that they used to, when he became civil service examiner, hold an examination once every six months; we have held five in the last two months and still haven't enough men on the certified list of a sufficient mental quality to hold a good-sized job like we have here. Now, what are you going to do about it? It is a proposition that you members of the commission must solve, and we are counting on it.

Then, again, as to the working conditions, I believe it was Mr. Jones here who spoke about his conditions down in the oil town. I will tell you he doesn't know anything about oil. We are floating around in the middle of the streets, almost, with oil up to the hubs of our automobiles, just crazy with it, and you can see the results on every hand. I have the privilege of having a four-trip business route, and I get so oily that I can hardly go down the steps without just hitting one in the middle from the top to the bottom. Our condition in the office is that we are just crowded; our cases are one on top of the other; we are working elbow to elbow. I have been working for the last two months with a space of 18 inches between my case and the next case, and that is supposed to be an alley way for men to pass in and out with boxes full of papers. That is the proposition.

I went on a route just last week, a route that I had been on before, but it was not like that then. I went on it Friday morning, and up to Tuesday afternoon there hadn't been a piece of second-class mail matter leave that office on that route. And I am rated as an experienced carrier. I know I did my part, but we didn't have any subs to help. The routes are too heavy. We are doubling up on everybody's route, and everybody else is casing everybody else's mail in order to get the men out of the office to get the mail delivered. We are crowded right on top of each other. Now, you can't expect men to work on the salaries upon which we are working under conditions like that. You can't get them anywhere when a man can step out of a job, like we had one carrier do. Our carrier 14 quit; left a salary of \$1,100 at the time and stepped right out to a job drawing \$12 a day in the oil industry. And they are all doing it. They are quitting right along. I sent a telegram to that effect to one of our Representatives in Congress, and he sent a wire back at me right quick, asking me to tell him how many had quit; and I told him how many had quit last year, and he said, "How many have quit since you sent the wire?"

Now, then—about the wage scale—we are not kicking at what the subs are getting; we want them to get 60 cents an hour; but it is an awful thing that they have got to face—the awful thing we hate about it is for them to have to drop, with even the present bonus in

effect, to drop from 60 cents an hour down to the \$1,200 entrance scale. We want that raised up. Give us an entrance scale of not less than \$1,800, and graded on up to \$2,400, instead of reducing our salaries, as at present.

I was talking with Mr. W. E. Connell, president of the First National Bank, the other day, and I asked him "What is the purchasing power of the dollar to-day, in your candid opinion?" He asked me what I wanted it for, and I told him: "Our salary in 1914, at the beginning of the present high raise which we have faced, was \$1,200." He says, "Young man"—he has always been more like a father to me than anything else, just from friendship—he says, "If you to-day were getting a salary compared with the value of the purchasing power of the dollar to-day that you were getting in 1914, you would be getting \$2,560." Now, that is what a leading banker of the town told me.

There is a man who has been after me three times in the last six months to go back to my old trade, carpenter, offering me good money, begging me almost with tears in his eyes, saying, "You are not making that much and never will make that much with the Government, and I need you and they don't care anything about you." He is a business man, but I told him, "No; I am sticking with the post office because I believe that the time is coming and is right here at us when the estimation of the postal employees is going to be greatly increased in the minds of those higher up with which we have to deal in a salary way." [Applause.] Yes; we are loyal. In 1914, when we realized the first great need for an increased salary, we were politely informed that all of our energies were going to be directed now to the winning of the war. We sat down and said, "All right, we are willing to get in behind it and win this war for democracy," but after the close of the war, when we tried to remind them that now the time had come for our increase to come, they politely informed us, "No; the Government is retrenching all along the line." Brethren, everybody is retrenching except the Government employee; and he has never known anything else.

Now, then, one more working condition and I am through. I will state that I had an outline prepared, more for the clerks, but I am representing both, and I got here too late for that meeting this morning. One of the main things that I want to say as the most unpleasant thing that all of our boys have to face is the fact that we have got Germany over there in the Fort Worth post office. We thought we had dethroned the Kaiser, but he has bobbed his head up again. He must have six more heads lying around somewhere, but I don't know where they are. Kaiserism is rampant in the Fort Worth post office. One of our speakers said a moment ago that they had a good postmaster. Well, I wish we had one instead of a figurehead. [Applause.] We have one man who has been drawing a supervisor's pay now for the last 12 years, and the last three postmasters that we have had have been sitting in their swivel chairs smoking cigars and reading the newspapers and drawing their salaries, while the other fellows have been rubbing it in on us.

Gentlemen of the commission, we appeal to you in fairness; we appeal to you for a square deal. We want right working conditions; we want honest wages, and we believe that when you weigh our position, when you see the position under which we have to labor day

by day, that you will see from an American viewpoint that we are only appealing for what is right and what is just.

(NOTE.—Mr. Stephenson's brief is published under the heading of "Clerks.")

(Briefs were submitted by Benj. F. Newell, et al., Denver, Colo.; C. J. Anderson and A. V. McLaren, Chanute, Kans.; Conrad Trieber, San Francisco, Calif., and John S. Winchester, Los Angeles, Calif., as follows:)

BRIEF SUBMITTED BY BENJ. F. NEWELL ET AL., DENVER, COLO.

The undersigned committee, appointed in matter of the hearing by the Joint Commission on Postal Salaries, begs to submit the following statement and data in relation to the question of salary reclassification for letter carriers:

A letter carrier must be a citizen of the United States, in good health, and possessed of a good moral character. He must stand a rigid competitive civil-service examination successfully before entering the service.

He is then placed on the "substitute" list, serving in that capacity approximately three years, at starvation wages.

The duties of a carrier are manifold and varied. He must handle stamps, registered mail, C. O. D. packages, insured packages, etc., and keep a correct list of transfers and changes of address on his route or district. He performs the work of a stamp clerk, register clerk, and the directory clerk and inquiry clerk. In short, he must be familiar with every phase of post-office work. He must be familiar with postage rates, both domestic and foreign, zones and zone rates for parcels post; in fact, a general information bureau for the public at all times.

He labors under a schedule that must not vary, in all kinds of weather, which sooner or later undermines his health.

He is supposed to depend entirely upon his salary to maintain his household, educate his children, and live a decent, respectable life as a Government employee, as he is not allowed to engage in any other business or enterprise (to distract his attention from his duties as a letter carrier) which might enhance his income. Nevertheless, many carriers find it necessary to resort to outside employment, after hours, in order to provide the actual necessities of life for themselves and families.

He must expend a very considerable sum each year for an unusual amount of foot-wear of various descriptions, uniforms, etc., at the great advance in prices. While some other countries furnish these necessities free, the United States Government does not. Certain private corporations, after a certain number of years' service, also furnish these articles free. Neither years of service nor seniority in the Postal Service count for anything.

The upward tendency in the cost of all necessities of life continually indicates the necessity for still higher wages. During the past three years the cost of maintaining a family in Colorado has increased more than 100 per cent on many necessary articles. The committee has taken up with the statehouse here the question of cost of necessities, and begs to submit, in original form, sheets 1, 2, and 3 relating to provisions, wearing apparel, and fuel, showing the increase in prices between 1916 and the present time. These statistics, as you will note, were especially provided for us by Mr. Otto F. Thum, statistician of the Colorado State Labor Department, officially.

(NOTE.—These statistics are on file with the commission.)

The last biennial report of the Colorado Bureau of Labor Statistics shows that mechanics and unskilled laborers are better paid than the trained employees in the Postal Service.

During the past three years many have been induced to leave the Postal Service to engage in competitive work because of the salaries offered. The salaries of tradesmen have advanced so much that the higher-grade men can not be induced to go into the Postal Service.

Although the duties of the letter carrier have been added to, and although the volume of business has increased materially, still the number of carriers is approximately the same notwithstanding.

So it is plainly to be seen that overtime has been necessitated.

Let us look a few years into the future. Unless something is done by Congress to relieve the situation as it relates to postal employees, we will find:

The attractive salaries of employment in competitive lines and the attractive wage of the trades will draw the higher class of young men.

The heavy duties forced upon the depleted numbers already in the service of the Post Office Department will cause premature superannuation.

We must appeal to Congress, through your commission, for relief if we would keep up the morale of the department. Then, let us press upon your attention at least three points:

1. Establish as soon as possible a permanent classification of postal employees, making their salaries such that they may make an exemplary appearance before the public, may care for their families as well as a tradesman can, and may properly educate their children.

2. Arrange so that if they are forced to work overtime, said overtime shall be paid for at a higher rate than the regular wage.

3. Establish a retirement law, providing that a man, after having faithfully served the department for 20, 25, or 30 years, may receive an annuity, even though he may become superannuated at 48 or 50 years of age.

The foregoing brief has been unanimously indorsed by the carriers of Denver, whom we represent. We believe it to be an accurate and conservative statement of facts as we find them in Colorado, after painstaking investigation.

BENJ. F. NEWELL,
GEO. D. DUNHAM,
FRED P. SCHAFER,
Committee.

BRIEF FILED BY C. J. ANDERSON AND A. V. McLAREN, CHANUTE, KANS.

For your information and guidance in the readjustment of salaries in the Postal Service we, the carriers in the City Delivery Service at Chanute, Kans., wish to submit the following facts pertaining to this office and vicinity as they affect the Postal Service and employees:

First, we wish to impress you with the fact that, owing to the nature of the various duties in the service, it is necessary for the Postal Department to maintain a system whereby it can secure and retain in the service men physically strong, mentally brilliant, and possessors of more than the average educational and moral qualifications. To accomplish this, the department requires each applicant for a position in the service to take an open competitive examination for a place on an eligible register, from which appointments are made when recruits are needed according to grades attained.

These appointments are usually made to the position of substitute, whose duties are quite strenuous and varied, he being required to fill (as best he can) the places of several regular employees in case of absence of any one of them. For this service the substitute now receives 60 cents per hour for time actually served, but to qualify himself for the several places he must spend almost unlimited time in preparation, for which he receives no pay whatsoever.

Appointments to regular positions are made from the substitute list according to seniority in the service, and are always made to the lowest grade of salary. The term of a substitute in previous years has ranged from a few days to several years; however, owing to the numerous resignations since the cost of living and wages in other lines of industry have mounted so far above salaries received in the Postal Service, the substitute's term recently has been very short.

In this office the same substitute serves for both clerks and carriers, there being 13 in all—6 clerks and 7 carriers.

The clerk-carrier records of this office show 15 resignations since July 1, 1917, men who despaired of getting sufficient financial relief from Congress soon enough to justify them remaining in the service.

The length of time spent by a regular carrier in the lower and intermediate grades before reaching the highest grade of salary under present existing law is very indefinite. It is claimed that the general average is 10 years; however, in this office there are two carriers who have served longer terms than that, with good efficient records, yet neither of them have reached the top; in fact, one of them is now serving his thirteenth year. While these two have patiently and hopefully waited, four of the seven routes of the city are now served by carriers appointed since February 1, 1919.

Second, we wish to show that the postal employees have not been properly cared for from a financial viewpoint. Previous to the year 1907 living expenses had gradually advanced until in that year Congress accepted the plea for increased salaries for postal employees and enacted a graded-salary law providing annual salaries ranging from \$600 to \$1,200, with automatic annual promotions to the next higher grade until employees of first-class offices should reach fifth, or \$1,100, grade and those of second-class offices

should reach fourth, or \$1,000, grade. Except for the abolition of the \$600 grade and temporary increases of from \$200 to \$450 this law is still effective.

The lack of definite provisions to regulate promotions to the highest grade was certainly a serious mistake on the part of Congress, as the manner in which the matter has been handled by the Postal Department has continuously caused the greatest dissatisfaction and discontent among the employees. It is to be hoped that Congress will avoid any such mistake in the future by leaving no chance for political, religious, or personal discriminations by postmasters or other departmental officials. Notwithstanding this one weak feature, the law of 1907, as amended by the abolition of the \$600 grade, did much to increase the efficiency of the service and restore good will, hope, and confidence among the employees. The effect was especially apparent during the first six or eight years, or until living expenses again became too great for the postal employee's salary. During the latter part of the life of this law, however, conditions have been different, going from bad to worse, with efficiency constantly declining, resignations being more frequent, and vacancies being filled with less capable and inexperienced men, who in turn resign to leave vacancies for other inexperienced men to follow.

Efficiency in the Postal Service can be maintained only by furnishing the employees an incentive to protect their positions by giving their patrons and official heads a maximum of service and efficiency. This incentive can not be furnished in other forms than adequate compensation and humane working conditions. The 1907 salary law was based upon prevailing prices of the necessities of life at that time and without allowance for future advances. However, prices have advanced almost continuously ever since, yet, with the exception of the temporary bonus received since July 1, 1918, carriers' and clerks' salaries remain the same. This readily explains why they care but little for their jobs.

Retail prices and general living expenses have so increased in this city that it now requires almost \$3 to purchase what \$1 would purchase at the time this law was enacted.

It seems useless to hope for any material decline in prices and, therefore, we believe the only method by which to restore prewar conditions in the Postal Service is to raise salaries to meet the increased prices.

For ready reference, we submit the following table:

First grade salary in 1907, \$600 equals in purchasing power in 1920, \$1,692.

Second grade salary in 1907, \$800 equals in purchasing power in 1920, \$2,256.

Third grade salary in 1907, \$900 equals in purchasing power in 1920, \$2,538.

Fourth grade salary in 1907, \$1,000 equals in purchasing power in 1920, \$2,820.

Fifth grade salary in 1907, \$1,100 equals in purchasing power in 1920, \$3,102.

Sixth grade salary in 1907, \$1,200 equals in purchasing power in 1920, \$3,384.

It is notable, however, that during the first year of its operation, Congress recognized the inadequacy of the \$600 grade of the graded salary law and eliminated the same.

In conclusion, the carriers of this office wish at all times to be conservative and do not desire on this occasion to take advantage of the abnormal conditions against a possible decline in prices at some time in the future and, therefore, respectfully request your honorable body to recommend and urge a reclassification law for post-office clerks and letter carriers in City Delivery Service by which the minimum salary will be not less than \$1,800 and the maximum not less than \$2,400 with automatic annual promotions till the maximum grade is reached.

BRIEF SUBMITTED BY MR. CONRAD TRIEBER, SAN FRANCISCO, CALIF.

There are in San Francisco exactly 400 regular carriers assigned, as follows: Fifteen parcel post delivery carriers; 13 day automobile collectors; 12 night automobile collectors; 12 foot collectors; 17 night casers; 1 day caser; 329 delivery carriers.

The duties performed by the carriers in these different divisions are about as follows:

The 15 parcel post carriers perform all the work connected with the delivery of parcel post, routing, listing, and delivery. They must have a good knowledge of the city streets, buildings, and large firms in order that the distribution can be made quickly and correctly. Most of them are also able to operate an automobile and at any time can be called for that service.

The 13 day collectors (automobile) perform practically all of the automobile service, except parcel post machines, for the office. Two are occupied continuously in picking up mail deposited by the foot collectors. The remaining 11 in number operate the screen wagon service between the Ferry Station, which is the distributing point, and the outside stations, and also operate the combination parcel post delivery and collection districts to outlying parts of the city.

Of the 12 night auto collectors, three report for duty during the afternoon for Parcel Post Service, after which they join with the other 9 in operating the night collection and screen wagon service. In this connection, we might mention that this service includes dispatches from the stations to the Ferry Station. These are all one-man districts. The carrier operating the machine and loading or unloading, delivering parcel post or collecting boxes, as his duty calls for.

The 17 night casers are assigned to the different stations to case mail on carrier districts which receive a heavy mail, so that the delivery carrier is not held too long casing and routing his mail on the first morning trip. They are required to be familiar with from 10 to 20 districts, depending upon whether business or residential, and to do this work so there will be no need of repetition by the carrier.

The day caser is assigned to the Ferry Station where there are 90 carriers and his duty is to assist carriers who handle heavy mail.

The foot collectors do all the collecting of mail in the business district.

The delivery carriers, in addition to performing all the duties of a letter carrier, casing, routing, and delivering mail, are obliged to know the distribution in the station to which they are assigned. Until very recently all the day distributing at the stations was done by the carriers, and even yet whenever the mail is heavy they are called upon to work it. At the Ferry Station where 90 carriers are stationed the system of distributing by carriers is still in effect. Briefly, the routes are doubled up for the third trip, and the carrier who stays in the office is obliged to do one and one-half hours distributing.

In this city the letter carrier is considered the most important unit in the post office. He is used for many different purposes, as for instance, during the last Christmas rush. After working all day on routes with the heavy mail this season brings, the carriers reported again and worked from 2 to 5 hours on distribution. The Superintendent of Mails at that time stated, that if it was not for the work done by the carriers the office would not have been able to keep up with them. In fact, he said that the carriers saved the day. All of the above is for the purpose of giving an idea of the duties performed by the carriers of this office, and to show that they are capable and competent to handle postal work of any nature whatsoever.

It might also be stated that when an emergency would arise this office has assigned letter carriers to motor truck duties. As a matter of fact, these men have driven motor trucks to cities 400 miles distant from San Francisco, when the train service failed.

As to compensation, the accompanying schedule of wages shows where we stand in this city. Added to this is the fact that the pay of policemen and firemen is \$1,700 per annum, payable upon entry. School teachers were granted an increase of \$20 per month. During the past month the wages of carmen on the Municipal Road were raised from \$4.50 to \$5 for an eight-hour day, and wages on the United Railroads, a privately-owned corporation, were raised 5 cents per hour. Wages of bookkeepers and office men range from \$100 to \$150, averaging at least \$125. Wages of shipyard employees from \$6.40 to \$9 per day, depending upon the trade. Longshoremen and stevedores averaging \$65 per week. Milkmen receive \$175 per month, and teamsters receive from \$5 to \$8 per day.

That, in view of the foregoing, we respectfully request that your commission recommend the enactment of a reclassification law for letter carriers; first grade salaries, \$1,800, second grade salaries, \$2,100, third grade salaries, \$2,400; that all promotions be made following the expiration of one year's service in the next lower grade. We believe that the differential should be made in the case of carriers who are required to work nights.

The average substitute of this office serves from three and one-half to four years and the average monthly earning is about \$45 to \$50. It is the opinion of the letter carriers of this office that the substitute plan now in operation be entirely eliminated, and the men be employed in the post office at a regular salary sufficient to maintain an American standard of living.

The inability to obtain sufficient help to properly move the mails is strikingly illustrated by the retention in the San Francisco office of a war-time measure, introduced in violation of the postal laws and regulations, of having carriers perform clerical work.

As has been stated, at the Ferry Station, where 90 carriers are employed, one-half of them, or 45 men, are regularly assigned to station distribution for one and one-half hours daily, in addition to making three trips on their routes. This time is divided so that the different train mail can be worked. The other half make four trips, one of which covers two routes, and are obliged to perform 10 minutes distribution in the morning. These shifts alternate monthly. At the stations nearly all the afternoon mail is sent unworked and the carriers are obliged to perform about 15 minutes distribution.

We might also cite as one of the best arguments we can offer for an increase in salaries the fact that in this city it is impossible to get men to take the post office examination. At the present time, there are only 34 substitutes on the clerks list, and 12 on the carriers. Notwithstanding the fact that examinations are held every few months and are widely advertised.

According to reliable statistics, the population of San Francisco has increased 47 per cent in the past 10 years, and the postal receipts of this city for the past year show an increase of over 45 per cent, as compared to the receipts of 10 years ago. Notwithstanding the additional volume of mail resulting from the increase in population and postal receipts, there has not been an additional carrier, except in cases of deaths and resignations, appointed in San Francisco in all this time.

That we would request that this commission recommend the appointment of a representative at Washington, D. C., of clerks, letter carriers, Railway Mail Service, laborers, four Members of Congress and one disinterested party, to form an arbitration committee on all questions pertaining to matters of salaries and cost of living, as well as matters concerning the welfare of all the employees.

In view of the above statement of facts we ask that you give earnest and serious consideration to the enactment of a reclassification law for letter carriers, as follows: First grade salary, \$1,800; second grade salary, \$2,100; third grade salary, \$2,400; that all promotions be made following the expiration of one year's service in the next lower grade. That substitute service be limited to a period not to exceed one year, that substitutes be paid at the rate of 80 cents an hour; that substitutes be guaranteed earnings of not less than \$100 per month, and that the time served as substitute shall be reckoned as a factor in regulating the initial salary when appointed to a regular position.

In bringing these matters to your attention we are actuated not only by the natural impulse to improve our conditions but by an honest desire to prevent the utter demoralization of the Postal Service, and cite the fact that out of a personnel of 920 employees there have been 275 resignations in the past two years.

We regret that your commission will be unable to visit San Francisco and personally inspect conditions in our city. We are certain that such an inspection would verify every item contained in this statement.

BRIEF FILED BY MR. JOHN S. WINCHESTER, LOS ANGELES, CALIF.

The letter carriers of Los Angeles, Calif., desire to submit the attached data concerning the cost of ordinary living in this city and present in a very limited manner reasons why we feel the need of a substantial increase in salary.

Our utter dependence upon Congress for justice in the way of adequate compensation for services rendered is such that they should be fair even to the point of generosity.

Wages or salary should not be confused with a standard of living. The standard of living established by the reclassification act of 1907 has never been equaled in any subsequent year. The United States Government has no moral right to require any employee to work for a lower standard or wage than such standard as was in effect at the time that such employee entered the Government's service.

By no method that we have ever been able to devise have we succeed in making our present salary cover dental and medical attention for our families. Surely our families and ourselves are entitled to be as well cared for as the plumber or hotel carrier residing in the same block. The well fed and groomed horse not only renders the best service, but is the less expensive in the long run.

The public is not averse to paying the letter carriers a living wage. In fact they are usually much surprised to learn that we do not enjoy old-age pension, sick leave, and a salary that measures up to other lines of similar work.

I assure you, gentlemen, that if there was any competing firm to whom we could have offered our services that our pleas would have fallen on more responsive ears long ere this, and, unfortunately, we can not profit by our experience and start a similar business for ourselves.

During the past July the President's own mediation board granted a minimum wage of \$5 per day to the "driller's helpers" in the oil fields of this State. These "helpers" being 16-year old boys with no families dependent upon them. Surely Uncle Sam's helpers should fare as well as they.

Great numbers of carriers are contemplating leaving the service if relief is not soon forthcoming, and the seed of discontent having then found root certainly will not produce a desirable harvest.

As a representative for the Government the position should be a desirable one, but glory has no commercial value in this city, and the butcher and the baker always insist on cash.

Under our present wage and present cost of living old age is far from being a pleasant thing to contemplate. Surely America's soldiers of peace should receive as generous treatment as do the soldiers of war.

We quote below the Associated Press under date of October 4, 1919:

"Average wages of men in the eight leading industries as measured in average hourly earnings, increased all the way from 74 per cent to 112 per cent during the period from September, 1914, to March, 1919, according to a report issued to-day by the national industrial conference board. Increases in weekly earnings of men ranged from 62 per cent to 110 per cent.

"The eight industries included were metal, cotton, wool, boot and shoe, paper, rubber, and chemical manufacturing."

Letter carriers have been accorded only a 21 per cent increase since 1907, while living costs have advanced 85 per cent since 1914.

In conclusion, we desire to respectfully request that you recommend a maximum yearly salary of at least \$2,400 and no smaller minimum yearly salary than \$1,800.

We also desire to add that the letter carriers of Los Angeles sent a representative to Kansas City to appear before your honorable body, but after arriving there from New Orleans found the sessions had been indefinitely postponed. Trusting you will see fit to attach as much weight to this argument as if same had been made in person, we beg to remain.

A RESOLUTION.

Whereas the makers of our uniforms are no longer able to get all-wool cloth or any cloth of good quality for our uniforms, on account of the Government having taken over absolute control of the entire wool output and, other reasons; and

Whereas such uniforms as we are able to get are shoddy and of poor quality, as they do not wear well, will not hold their shape or color, and are almost impossible to wash or clean; and

Whereas the prices of these inferior shoddy uniforms have advanced over 100 per cent, making it extremely hard on the letter carrier, who is at all times expected to present a neat appearance; and

Whereas nearly every nation now furnishes gratis the uniforms of its postal employees, the same as the Army and Navy; and

Whereas we, being a uniformed force of Government employees, feel that we are entitled to the benefits to be derived from having the best grade of uniforms furnished us by the Government itself; and

Whereas the Government is already buying Army and Navy uniforms in large quantities at prices greatly below those which we are forced to pay private concerns; and

Whereas bids for letter carriers' uniforms could be included in those contracts without extra trouble or expense, and distribution be made through the Army Quartermaster Corps: Therefore be it

Resolved, That we request the passage of an act that will enable us to secure our uniforms direct from the Government at cost, through the military Quartermaster's Department or other suitable agency, as soon as possible to relieve the members of this most important arm of the Government service.

Mr. BELL. The meeting is adjourned until 9 o'clock to-morrow morning.

(Whereupon, at 6 o'clock p. m., the commission adjourned until 9 o'clock a. m., Thursday, January 8, 1919.)

KANSAS CITY, MO., *Thursday, January 8, 1920.*

The commission resumed its hearings in the Baltimore Hotel at 9 o'clock a. m., Hon. Thomas M. Bell presiding.

SUPERVISORY EMPLOYEES, INCLUDING SPECIAL CLERKS, AT FIRST AND SECOND-CLASS POST OFFICES.

Mr. BELL. The supervisory officials are next in order, and the first name is Mr. Charles F. Trotter, assistant postmaster at Denver, Colo. Mr. Trotter, I believe you are allotted 15 minutes.

**STATEMENT OF MR. C. F. TROTTER, ASSISTANT POSTMASTER,
DENVER, COLO.**

Mr. TROTTER. Mr. Commissioner, the statement which I shall present here, a very brief one, was prepared prior to October 3, on which date you had first announced the meeting for Kansas City; therefore it does not take into account the bonus allowed most of the post-office employees by the act of November 8. Neither does it take into account the increased cost of living since October 1, which on some items has been very considerable. Only last Monday morning the price of bread, the staff of life, was increased 11 per cent. The price of eggs since this report was prepared has increased from 80 cents a dozen to \$1.10, or 36 per cent.

Having been selected by the supervisory employees and special clerks of the Denver, Colo., post office to represent them at this meeting I desire to state by way of introduction that we appreciate the courtesy you have shown us in coming out here to learn at first hand something about the conditions under which we are working and living, and also something about what we hope and expect from the Congress in the way of a new classification with increased salaries as a result of these hearings. We regret, however, that it was impossible for you to extend your itinerary farther westward, at least as far as Denver, and I bring a message from the entire postal force of the Denver, Colo., post office, to the effect, that if you could have found it convenient to have gone as far as Denver they would have been glad to have shown you the hospitality of that office, which has the distinction of being the only office of any considerable size more than a mile above sea level. We are somewhat elevated but we are not always up in the air.

Permit me to say also that among the supervisory employees and special clerks of the Denver office, there is not one who feels that he has a grievance. We feel that we have been fairly and justly treated by the Post Office Department at Washington, and that we have received our share, no more, no less, of the additional places and increased compensation which the Congress has placed at their disposal.

We feel grateful to the Congress for the increased compensation allowed us, especially the bonus of July 1, 1918 and the increase of July 1, 1919. These increases were timely and, when granted, appeared to be liberal, but subsequent events have demonstrated that they were only a drop in the bucket when compared with the increased and increasing cost of the necessities of life.

Since the receipt of your notice that we would be accorded a hearing, a large number of our supervisory employees and special clerks have furnished me with statements of the cost to-day of food, fuel, clothing, rent, etc., as compared with the cost of the same items in 1914. In asking for this information I enjoined upon the employees the necessity for absolute accuracy in their statements, and therefore I feel that you can rely on them. I was surprised to learn how many of our people had kept, and are now keeping detailed accounts of their expenses. From the accounts submitted I find that in the five years between 1914 and 1919 the cost of food alone has increased 87 per cent. Fuel for domestic purposes has increased approximately 58 per cent. Clothing, including shoes, has almost doubled,

and the quality as regards both material and workmanship is much inferior to what it was five years ago, and the increase in rent has been from 75 per cent to 100 per cent, mostly within the last year. From this data we are able to compute an average increase of approximately 78 per cent, on nearly all the necessities of life within the short space of five years. This increase closely approximates the average increase for the whole country ascertained and published by the Department of Labor at Washington and we feel that your commission can accept it as substantially correct. It is as nearly accurate as it can be computed, considering that it is the average of less than 60 expense accounts.

To partly offset these increases the 63 employees whom I represent have had their compensation increased from 5 per cent to 50 per cent each, or an average for all of 34.3 per cent since July 1, 1914, of which amount 19.2 per cent represents the bonus of July 1, 1918 (which is only temporary), and the increase of July 1, 1919, to bring the salaries of all supervisory employees up to \$100 more than those of clerks and carriers of the sixth grade. After deducting this 19.2 per cent temporary increase, we have a 15.1 per cent permanent increase of compensation, against a 78 per cent increase in the cost of living, and the greater part of that 15.1 per cent permanent increase was made possible on account of the death of our postal cashier, the resignation of our highest salaried superintendent of station, and the enlistment in the Army of one of our assistant superintendents of mails, thus creating vacancies in the higher grades and providing promotions all along the line from the bottom to the top, without costing the Government 1 cent. Had it not been for the vacancies caused by the death, resignation, etc., of these officials almost the entire increase in compensation during the five-year period would have been limited to the bonus of July 1, 1918, and the increase of July 1, 1919, amounting in all to 19.2 per cent.

Careful inquiry has elicited the fact that prior to July 1, 1914, all of our supervisory force and nearly all of our special clerks were not only living within their incomes, but most of them were putting something aside for the inevitable "rainy day." Now the conditions are reversed, and instead of saving something, but few of them are able to save anything, and many of them are drawing on their savings, or worse still, are going into debt for the actual necessities of life. Nothing could be more discouraging to a man than to find himself unable at the very zenith of his earning capacity, to earn enough to support himself and his family in decency and comfort.

If there was any assurance that the cost of living would, in the near future, drop to anything like the prewar level, then the outlook would be less gloomy and we would have less justification for urging the increases in our salaries than we have now. But there is no such assurance. No man whose judgment is entitled to consideration would hazard the opinion that the cost of living ever will drop to the old level. A new standard of prices (and wages outside the Government service) has been established, and, we believe, will continue.

It is a fact that in almost all lines of private employment the compensation of the employees averages higher than in the Government service. This is demonstrated by the great number of young men who are now leaving the Postal Service and accepting outside employ-

ment, surely at increased wages, or they would not make the change. During the past year the Denver office lost practically one-fourth of its entire force in this manner. An efficient Postal Service never can be maintained if it is used merely as a stepping stone to reach something better.

Your commission will recall that the supervisory employees of the Postal Service are working under the classification of 1889, with a few subsequent modifications carried in the annual appropriation bills and that absolutely no permanent increases have been authorized since 1914. The special clerks grade was created in 1913. We feel that a compensation that was adequate in 1889 was entirely inadequate in 1914, and that we are entitled to a more liberal classification with more rapid promotions until the maximum is reached, regardless of the great increase in the cost of everything we are required to buy that has occurred since 1914.

The supervisory employees and special clerks of the Denver office are not prepared to say just how much they want and need in the way of increased compensation. Conditions are changing so rapidly that we feel that what would be adequate to-day might and probably would be inadequate a year hence. All we ask is that the commission, out of their wealth of information regarding the service itself and the conditions in which we are living, will evolve a classification that will be fair to the service and at the same time make it possible for our employees to again live in comfort and contentment. Such a classification, together with liberal classifications for the clerks and carriers, will make our service attractive and it will never again deteriorate into a mere "stepping stone," as unfortunately it is at this time.

Now, you may, and probably will, ask when and how we propose to raise the additional revenue necessary to pay the increased compensation that we are asking for. That is a proper question and very pertinent to this inquiry, and we believe it can be answered.

Your commission, I know, is familiar with the history of our Postal Service, and you will recall that there has been no feature added to it since its very inception, that the cost thereof was not absorbed by an increase in postal receipts. In this connection I have only to refer you to the establishment of the city-delivery system in 1864; the establishment of the money-order system in 1874; and the postal-savings system in 1911. None of these are revenue-producing features to any considerable extent. On the other hand, they are an expense and a very heavy expense to the postal system, yet they in themselves have never caused a deficit between receipts and expenditures. Then I might also refer to the rural-mail system, which involves a yearly expenditure of over \$50,000,000, a very necessary service and one which not one of us would think of surrendering, but as a revenue-producing feature it is insignificant as compared with its cost. Then there was the reclassification of clerks and carriers in 1907, which involved a large expenditure of money but no increase in the revenue. Possibly one of the heaviest blows ever aimed at the service was the reduction of postage in 1883, but that only caused a temporary inconvenience, and the service soon recovered from it. I only refer to these matters in order that I may point out that no difference how heavy the loads that have been placed on the service in the past, it has never fallen down under them.

We might suggest that if second-class matter was required to pay anything like the cost of handling it, then the question of raising additional revenue to take care of increased compensation of postal employees would be settled right there. But that question has been before the Congress for so many years and is liable to be before it for years to come, so I do not care to more than just mention it.

If all the departments of the Government were required to pay postage on the thousands and tens of thousands of tons of matter that they are now sending free through the mails, the result would be an increase of \$20,000,000 to \$25,000,000 each year in the postal receipts.

So it is with the many other facilities which involve large expenditures of the postal revenues, but do not add one cent to its receipts.

Then when all else has failed, there is that familiar phrase which we find at the end of most appropriation bills "From any moneys in the Treasury not otherwise appropriated."

We believe the American people demand and have a right to demand that their Postal Service be kept efficient, and that they are willing to pay for an efficient service, even to the extent of having their postage rate increased.

Mr. BELL. I want to ask you one question, Mr. Trotter. What do you think of the feasibility of increasing the postage on parcel-post matter?

Mr. TROTTER. It could stand an increase for the near-by zones, but whether it could stand a large enough increase to produce any material receipts is another question.

Mr. BELL. The next speaker is Mr. Charles E. Huddleston.

STATEMENT OF MR. CHARLES E. HUDDLESTON, ASSISTANT POSTMASTER, AUSTIN, TEX.

Mr. HUDDLESTON. Mr. Commissioner, gentlemen of the conference, I have the honor to represent the supervisory officials of the Postal Service in the State of Texas. We have in that State 21 first-class offices and 117 second-class offices. These offices are distributed over a territory that measures more than 1,000 miles by rail from east to west. In fact, so large is Texas that I heard one man express it this way, as I came up on the train the other day, that it was so large that there were some parts of it that have not yet been discovered. But we have at least discovered many first and second class post offices.

I have written statements here that have been prepared by the offices of San Antonio, El Paso, Beaumont, and Port Arthur, Tex., statements that refer directly to those particular offices. I desire to file these statements with the commission.

I have also prepared a general brief covering the work of the supervisory officials of the entire State, which I desire to introduce into the record.

Now, Mr. Commissioner, I feel keenly my inability to cover the vast amount of territory that is to be covered during the short time that necessarily must be allotted to me. I think Kipling stated our case about as briefly as it may be stated when he said: "Give me the men who do the work for which they draw the wage." Perhaps the New Testament writer put it still more briefly as respects the employee when He said: "The laborer is worthy of his hire."

Mr. Beasley told us yesterday afternoon that we could use our time either in singing, praying, or preaching. If I had any inclination to preach I would use that as my text, but I am not going to preach, but in legal parlance we are all going to pray.

Now, Mr. Commissioner, there has been a great deal said about salaries, and with some apology, but I am not going to make any apology for what I am going to say about salaries in the Postal Service among the supervisory officials. If I understand the purpose of these hearings, they were to determine whether or not the employees of the Postal Service were receiving a just wage, and if not, to try to determine an equitable basis upon which to readjust these salaries. Therefore I shall not make any apology for discussing the wage proposition this morning.

I do not undertake to say that every man who enters the Postal Service becomes an expert, but it is fair to assume that those who have attained to a supervisory position in the Postal Service are at least capable and qualified for those positions. In other words, they are the men, in Kipling's words, who can do and who actually do the work, and we come to you this morning and ask that we be permitted to draw the wage. So far as I have been able to observe, every conceivable class of labor has received an adequate increase in wage within the last three or four years except the postal employees. So busy have we been in those years in winning the Great War that we forgot the postal employee. In fact, so busy were we in the war program that we almost forgot ourselves until the high cost of living, ever and insidiously creeping upward while we worked and while we slept, until we find to-day that it is impossible for us to support our families and to meet our just obligations.

If you will analyze this situation you will find that we are not asking an unreasonable thing, but we do ask that we be paid in at least as good a dollar as we received in 1914. Our duties have not been lessened, neither have our hours been shortened, but you are paying us to-day in a dollar that is worth only 55 cents, as compared to the dollar that we received in 1914. Our loaf has been cut in half, and we are expected to buy as much bread as we bought then on the same salaries. Or if you want to reverse the order, the dollar has been cut in half, and we are given the alternative of making it buy as much bread as it did before, or go hungry. We have been trying for five years to adjust our stomachs to the size of the loaf, but we have despaired in this, and the Government with all of its agencies has been trying in vain to increase the size of the loaf, and it seems that our only alternative is to increase the size of the dollar.

Then, Mr. Commissioner, the question arises what is an adequate wage? We believe that if the salaries of the supervisory postal officials are to be put on a percentage basis, of the postmaster's salary, it ought not to be less than 80 per cent of the postmaster's salary, for the assistant postmaster and correspondingly less for the other supervisors.

Postal employees are not unlike other men in their desires. We are often solicited to become members of civic and commercial organizations, or to contribute to charitable causes, and various things of that nature, but under present conditions, Mr. Commissioner, we find it impossible to take our place in the commercial world that our

positions demand that we take, and this is greatly to our embarrassment. I think that it is necessary that a man holding a supervisory position in the Postal Service should be in touch with the business interests of his community. He can best understand the needs of the Postal Service if he is in touch with the business interests of the community, and these commercial organizations are the means by which we can come in touch with these interests. Well, it costs something to affiliate with those things, and we find it impossible to take our place as we would like to take it along that line.

I want to cite this situation. There is located in my city the district internal revenue office. There are men in the Internal Revenue Service in Austin who have been in the service less than two years who are drawing a larger salary than any supervisory official in the Austin post office. Why this difference? It certainly does not take a higher degree of efficiency for a man to work in the Internal Revenue Service than in the Postal Service. That doesn't indicate it, at least, if a man can qualify in two years for a salary that it takes a postal employee 12 years to qualify for. Why this difference? The Government pays both, one out of one pocket and one out of the other, why make the difference between the Revenue Service and the Postal Service?

Mr. Commissioner, we have had in the State of Texas, so far as I have been able to gather, 33 per cent turnover in the Postal Service within the last four years. There is a reason for this. If men can get better salaries on the outside—and they are getting better salaries on the outside—they are accepting them; we had a number of cases brought to our attention yesterday afternoon where, particularly in the oil towns, they were getting higher salaries. But Austin is not an oil town; it is a normal city of its size; yet you will find men who are holding positions of trust and responsibility in commercial and industrial enterprises that are drawing vastly larger wages than we are drawing.

I have prepared here an abstract in connection with this brief, showing by actual surveys some of the salaries that are being paid in commercial and industrial enterprises. In the banks, ranging from paying teller to the second vice president, \$3,693; wholesale hardware establishments, \$2,800; wholesale grocery establishments, \$2,275. These are taken from an actual survey of those institutions mentioned, and that is how they compare with the salaries received by supervisory postal officials, the salaries of which average \$2,025 in the Austin office.

Now, I have stated that I represent also 117 offices of the second class. There are a few inequalities in the present law that operate against officers of the second class. In most cases, perhaps in all cases, the assistant postmaster is the only supervisory official in the office. I want to cite you to one inequality, which of course was not the intention of the Congress when this law was enacted, but it results nevertheless in the detail of the operation of the law. In a certain second-class office in Texas the highest paid clerk on June 1, 1919, before the present law became operative, was receiving \$1,200; the assistant postmaster \$1,300. This law provides, I may say, that the assistant postmaster in an office of the second class must receive as great a salary as the highest paid clerk or carrier in that office, and the \$200 bonus in addition. On June 1 this clerk was receiving

\$1,200 and the assistant \$1,300; on July 1, when this law became operative, the clerk was promoted to \$1,300—or would have been promoted to \$1,300, and the assistant to \$1,500, but on June 1 this clerk, who happened to be a lady, got married and resigned from the service. The next highest paid clerk in that office had only been in the service six months, and was drawing \$1,000. On July 1 he was promoted to \$1,100. Well, of course, the assistant was then receiving \$200 in excess of his salary; therefore he got no promotion. In other words, because a lady clerk saw fit to get married, the assistant postmaster failed of promotion. That was the situation in that office.

Now take another instance: An assistant postmaster is receiving a salary of \$1,300, which is as much as he could draw under the law enacted in 1887, based on gross receipts; having been in the service six years, he could have drawn the same amount as a clerk under the present law. The senior clerk in the office was receiving \$1,000, having been in the service only six months. Since the assistant could retain his same salary as clerk, he concluded to relinquish the assistantship with its attendant responsibilities and be a clerk, whereupon this clerk receiving \$1,000 was promoted to assistant postmaster at \$1,500, leaving the assistant on the same salary, \$1,300, and the letter of the law in both instances was satisfied, but with absolutely no regard for efficiency or length of service.

Now then, I want to call your attention briefly, as I only have another minute, to the receipts, the financial responsibility rather, of the Austin post office. I believe that there should be a distinction made in fixing salaries between offices that are State depositories and those that are not State depositories. The local receipts of the Austin post office, fiscal year 1919, amounted to \$264,000—I am giving the round figures—the postal deposits from other offices—we receive deposits from all offices in the State, surplus postal funds—amounted to \$6,000,000; receipts from the sale of war-savings stamps of the State, \$25,000,000; receipts from the sale of war revenue stamps, \$909,000; payment to rural carriers, \$3,000,000; funds furnished for the redemption of war-savings stamps, \$6,000,000; making a total of \$43,000,000. Yet you take an office in the same general class whose receipts amount to as much as \$330,000 a year, the postmaster and the supervisory officials draw a greater salary than they do in the Austin post office, with the financial responsibility of \$43,000,000. Gentlemen, that is not just, it is not right, and every dollar of this passes through the books of the assistant postmaster. He is responsible for this amount. You may say that a postmaster is responsible for the conduct of his office, but when ever an employee is bonded, every tub stands on its own bottom and he is responsible for his own financial transactions.

I thank you, Mr. Commissioner, and I desire to introduce the following brief into the record:

BRIEF SUBMITTED BY MR. CHARLES E. HUDDLESTON.

Through the press and by official notices mailed to the various post offices of the country, you have indicated a desire to meet representatives of the different groups of postal employees, with a view of arriving at an equitable basis upon which to adjust salaries in the Postal Service. I take it, therefore, as a distinguished honor to have the privilege of meeting this commission upon this occasion and to represent the supervisory officials of the Postal Service in the State of Texas.

In presenting their claims for a just wage, I shall proceed upon the assumption that this commission will concede the right of every such employee to such a wage as will enable him to maintain himself and family in reasonable comfort; to meet promptly and without embarrassment his just obligations, and to give his children such educational and social advantages as his community affords. If we are not entitled to this then any argument or data that I might offer will be futile and a waste of time.

A man who has attained to a supervisory position in the Postal Service must be a man of at least average intelligence and ability, otherwise he would not have been advanced to such a position. If he is a man of average intelligence and ability, we contend that he is entitled to the average wage received by men holding like positions of trust and responsibility in industrial and commercial enterprises and after giving the best years of his life and his best thought toward bringing the Postal Service up to its present high standard of efficiency, he should not be forced out of that service in order to obtain such a wage.

There are certain standards to which a man, holding these positions, is expected to conform. He is not only expected, but is required to be capable and efficient. He is expected to meet promptly his just obligations. The public at large expects him to take part in the various social activities of the community; to contribute to all charitable, benevolent, and religious enterprises that may be presented, and if he is a self-respecting man he desires to do these things and must do them, or else bring discredit to himself and to the service that he represents.

I submit to you that a man can not give his best thought and maintain his highest efficiency when he is compelled to live, and see his family live, in a state of perpetual penury and embarrassment. While I represent a first-class office as assistant postmaster, I desire to bring to the special attention of this commission the salaries and conditions that obtain among assistant postmasters at offices of the second class. I wish that I might offer here some of the letters which I have received from these offices and if you will permit I will state briefly two inequalities of the present law as applied to offices of the second class. The law making appropriation for the service of the Post Office Department for the fiscal year ending June 30, 1920, provides that the assistant postmaster at an office of the second class shall receive a salary not less than that received by the highest salaried clerk or carrier in that office, and the \$200 bonus in addition. On June 1, 1919, before the present law became operative the salary of the highest paid clerk in a certain second-class office in Texas was \$1,200, and that of the assistant postmaster was \$1,300. On July 1 the clerk would have been promoted to \$1,300 and the assistant therefore to \$1,500. But on June 1 this clerk, who happened to be a lady, got married and resigned from the service. The next highest paid clerk at that time received only \$1,000 and was promoted to \$1,100 July 1, and since the assistant's salary was \$200 in excess of that the letter of the law was fulfilled; hence his salary remained the same. In other words, because a lady clerk committed the awful crime of getting married the assistant postmaster failed of promotion.

Another instance: An assistant postmaster was receiving a salary of \$1,300, which was as much as he could draw under the law enacted in 1883, based on gross receipts. Having been in the service six years, he could draw the same amount as clerk under the present law. The senior clerk in the office was receiving only \$1,000, having been in the service but six months. Since the assistant could retain his same salary as clerk, he concluded to relinquish the assistantship with its attendant responsibilities, whereupon the clerk with six months' service was promoted to assistant postmaster at a salary of \$1,500, being equal to that then received by the highest paid clerk plus the \$200 bonus. The letter of the law in each case was satisfied but without regard or reward for efficiency or length of service.

I leave to your judgment the justice and fairness of a situation like that.

The average salary received by assistant postmasters at offices of the first class in Texas is \$2,090 per annum, including the \$200 bonus. That received by assistant postmasters at offices of the second class is \$1,358. We submit to you that no man can maintain a family in comfort and in keeping with American ideals, under present economic conditions, on a salary like that.

The law enacted in 1883, fixing the salary of assistant postmasters and certain supervisory officials on a percentage basis, is entirely inadequate. If these salaries are to be based on the salary of the postmaster, they should be no less than 80 per cent for the assistant postmaster and correspondingly less for the other supervisory employees.

There should also be a distinction made between offices that are State depositories and those that are not. The financial responsibility of assistant postmasters at State depositories is vastly greater than at other offices in the same general class. In this connection your attention is respectfully invited to Exhibit A hereto attached.

In connection with the regular postal duties performed by those who honor to represent, I desire to call to the attention of this commission varied war activities that we have been called upon to perform and call rather than to quote from the last annual report of the Postmaster General.

"WAR ACTIVITIES.

"In addition to this enormous amount of strictly postal-service duties has been called upon to lend its facilities and organization to assistments in war activities entirely foreign to the Postal Service. The Post Office Department has a wider and more extensive organization of executive departments, having representatives in every city, town and country, this department has endeavored to meet these demands with its ability and facilities and to expand its organization as a new branch in order to cooperate fully in the accomplishment of the aims and policies of the Government in promoting the war program.

"Some of the activities in which the Postal Service has actively participated are the sale of war-savings and thrift stamps, registration of German ships, censorship of the mails, reporting alien enemy-owned property, enforcement of trading with the enemy acts, recruiting of Army, Navy, and Air Force, loan publicity, Red Cross work, issuing export licenses, and postal inspection for all departments.

"In the war-savings stamp campaign the Postal Service is responsible for 77 per cent of the total sales. From the performance of these duties it resulted that the postmaster in nearly every community is now a postmaster, he has come to be recognized as the general representative of the Government in almost every war activity and as such is looked upon as the representative of the Government's program and accomplishments. The employees throughout the service have responded faithfully and have cheerfully assumed new and additional duties without post-office business without murmur or complaint, evidence of a patriotism which is worthy of special commendation."

In addition to these added duties and responsibilities mentioned in the General's report, the central accounting system has been reorganized. An office in each county or district is required to audit the expenditures and supplies to, each of the other offices in the county, thus lessening the labor and cost of accounting by the department and increasing it at the central accounting office. Herein the postmaster had to deal directly with 2,400 postmasters in Texas, the largest number, 250. And for all these added duties and responsibilities the assistant postmaster and other supervisory officials received a magnificent sum of \$200 as a temporary annual bonus.

Fifty per cent of the assistant postmasters at offices receive less money than that received by some of the postmasters at the office, due to the fact that clerks and carriers are paid for holiday work, while the assistant is not. It is absolutely true that with practically no financial or administrative responsibilities the assistant postmaster is paid less than the assistant postmaster. I do not mean to say that the assistant is not paid, but I do mean to say that the assistant is grossly underpaid.

We contend that the Post Office Department was never in a better financial position, yet according to the reports of the Post Office Department for 1916, 1917, and 1918, there was a postal surplus of \$19,000,000, respectively. This latter amount was derived from increased postage on first-class mail. The additional duties exacted of the postal employees, the cost of living, have been the hardest years in the history of the country. Increased 80 per cent and salaries from 10 to 25 per cent. Relieved by our self-sacrificing service, been provided for the first and second class offices, it would have given that extent relieved the situation.

We respectfully ask that you give consideration to the situation which we confidently believe show conclusively the need of an increased wage.

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This restraint is particularly heavy upon supervisors, and for that reason the turnover is low. Supervisors are men of older years: supervisors are men of responsibilities; they are used to handling men and exercising independent authority, and they shrink from accepting subordinate positions elsewhere. They have family burdens upon them, and they are not able to risk a test of underpayment outside or of accepting the same pay outside with a prospect of going forward. The risk to them is greater, and consequently to that extent they are that much more bound to the Government. The post office is a public utility; it is supported by all the people: it is a leader in labor movements and in seeing that the laborer gets fully what he is entitled to. It should not, therefore, take advantage of these peculiar conditions to keep these employees of the post office in further dependence.

The supervisor's position is, to my mind, not alone the basis of the post-office organization, but as such it serves as well the lure which will attract men to the service with the intention of making the service their life work. It can not do that unless the responsibilities that the position demands are paid for, and there is no attraction in entering a service when there is no opportunity to rise and to rise high in it.

In considering post-office pay it is very often the tendency to consider also the revenues of the post office in connection with that pay. It is our theory in California that the two matters are utterly apart; the Post Office Department is run on a policy which has for its fundamental purpose service and not profit; it is supported by the entire Nation; its theory is that it shall give service to every person in the Nation and to every corner of the Nation. Parts of its service are operated at a profit; parts of it at a tremendous loss. Whether it shall be operated at a profit or at a loss is within the judgment of Congress as it sees fit to adopt a policy of operation, and it is not intended that post-office employees shall contribute one cent more than a single citizen's share, by accepting underpayment for the work that they are doing.

If I may become personal in regard to our own office—and I do so only because I know it, only because I believe it to be efficient and only because I know, therefore, that it is typical of all of the efficient offices of the service—I may say this: Last Christmas, just a few days ago, we, as did all of us—we in California, as did all here—passed through one of the heaviest Christmases that we have ever passed through, and passed through a Christmas that was shot with all the congestions, all the disadvantages, that present conditions bring to an already bothersome time. We had 600 extra men working. We picked them up from the colleges and the schools, qualified them early in November, got their telephone numbers and telephoned for them as we wanted them, and put them on one after the other. They were a motley crew, but they were willing and steady, and within a few days efficient. They were not as efficient as you or I, of course, but they could do the work and they did it, and at 12 o'clock on Christmas day, the postmaster at San Francisco telegraphed to the department that his office was clear and on schedule. Who did that? It was the supervisors. The men performed the work, but the supervisors executed the plans. The

plans were formulated by the postmaster, developed in the upper ranks of the supervisors, and executed in the lower ranks of the supervisors. And this man power of 600 new men was taken into the office, put to the cases, put at simplified distributions, put out on improvised routes in the city, and the office was clear on Christmas day. The supervisors were responsible for that from the postmaster down to the lowest foreman and the last special clerk. This is an organization that is worth while keeping up. It is present in every efficient office in the country, and I believe that the efficiency shown by the post-office service at Christmas—or I will say at any time—is far beyond what you will find in commercial circles. I may venture to say from experiences of my own that if we ran the post office service as some of the business houses run their business, with the errors that they make, we could not live in our own towns. The supervisors are responsible, I say, for that condition of affairs, because they direct the work that is being done.

I come then, gentlemen, to how best can a supervisoryes' pay schedule be adjusted?

There is in every phase of the post-office organization a suggestion of the basis from which a good schedule of pay shall start. That basis is the highest automatic grade of clerk or carrier. In that grade of clerk or carrier, that highest automatic grade, the great bulk of post-office employees live and die; therefore that should be the basis of every salary schedule. The responsibilities of the highest supervisoryes suggest that they are entitled to at least 75 per cent of the postmaster's pay. In that interval, therefore, between the highest automatic grade of clerk and 75 per cent of the postmaster's pay, lies the range of pay of the supervisoryes and special clerks. How best to distribute that is the question, and the people that I represent believe that we should make some suggestion for the commission to consider, and possibly to assist them in determining how this should be done; how this distribution should be made.

We believe that the principle of selection by the postmaster and by the department is essential in building up a proper supervisoryes' organization. We believe the principle of automatic promotions is one that has been demonstrated to be good in the Post Office Service and should be utilized for the supervisoryes. Therefore we suggest that the two principles be combined, and that to do so, that range of pay between the highest automatic grade of clerks, whatever this commission in its wisdom shall see fit to make it, and 75 per cent of the postmaster's pay, again whatever it may be in the decision of this commission—that that interval of pay belongs to the supervisoryes and should be divided into classes, each class to be divided into three salary grades, promotion from one class to another to be by selection, promotion from salary grade to salary grade within the class to be automatic. In base this plan applies to the supervisoryes' salary the automatic principle of promotion, and it applies to the supervisoryes' promotion the right and the privilege of the department or the postmaster to select the men he thinks will be best.

There are other matters connected with that schedule which should be adopted to protect it. I will mention them briefly, and I have submitted them in the plan which we have formulated and approved in California. One of these is immediate appointment from the eligible list, so that a man appointed can be entitled to his seniority

from the time of his appointment; the abolition of substitute service as it is now, so that the hourly man after his appointment shall go right ahead getting his promotions whether he be put on an eight-hour basis or not, and getting his vacations; the appointment of a number of special clerks and of foremen or lower supervisories, in proportion to the men employed in the service, and maintaining a definite proportion of higher supervisories to lower supervisories as the service progresses; also extra pay for overtime, at least in the lower grades of supervisories; extra pay for night work and a reasonable provision for retirement.

We submit this plan, Mr. Commissioner, to you for your consideration and the consideration of the commission. We submit it as one of principle only, the size of the class to be within your discretion, and, if favored, the amount of the promotion to be within your discretion; but we submit to you those two principles combined, the application of the automatic principle to the supervisories' pay and the application of the principle of selection. It is submitted on its merits, just as it is here, as I say, based on those two principles only. It aims to do justice to the supervisory, to his position, to keep him from stagnating, and to bring him something commensurate with the work he is doing. More than that we could not ask; less than that we should not be expected to accept.

The plan referred to follows:

PLAN OF SALARY CLASSIFICATION FOR SUPERVISORIES AND SPECIAL CLERKS IN UNITED STATES POSTAL SERVICE.

SAN FRANCISCO, CALIF., *January 7, 1920.*

The following plan of salary classification for supervisories and special clerks, adopted by the supervisories and special clerks of the 32 offices named below, is submitted:

1. The range of pay of supervisories to be from a reasonable increase over the highest automatic grade of clerk to 75 per cent of the postmaster's pay, with a reasonable minimum in small offices.

2. This range of pay to be divided equally into classes; each class to be divided into three salary grades.

3. Promotion from a lower to a higher class to be by selection to fill vacancies; promotion from the lowest to the highest grade in each class to be annual and automatic.

4. Titles to be reduced to the fewest possible, such as assistant postmasters, superintendents of mails and assistant superintendents of mails, cashiers and assistant cashiers, auditors and assistant auditors, superintendents of stations, foremen, and special clerks. These titles to be classified as far as practicable to correspond with the salary classes, but if impracticable or inadvisable to change his title, a man to be allowed to carry it with him from class to class; that is, he should keep the title best describing his assignment, but for purposes of pay he should be known as a first, second, third, or fourth class supervisory, and so on.

To preserve the uniformity among the supervisories of different offices, the first class should be the lowest class, as clerks are now graded. Supervisories now in service under other titles to be reclassified under these titles.

This plan will adjust itself to the pay of any first-class postmaster, automatically increasing the pay of all supervisories in the same proportion as the postmaster's pay is increased. Second-class offices can be handled on the same principle.

The plan adopted calls not only for reclassification of pay, but for protecting that pay as well in the following ways:

By regulating the relation of the number of supervisories to the men employed, and of the relation in numbers between higher and lower classes of supervisories; by providing for the regular appointment of men from the eligible list direct, thus doing away with the substitute lists as at present maintained, substituting regular men on hourly pay, and temporary employees, for handling emergency work; by providing that when overtime and hourly time demonstrate the need for more regular additional men they shall be appointed; by providing that the probationary period be the first six months of service; by providing a quick rise through automatic promotions to a

reasonable maximum for clerks and carriers, and then, to avoid stagnation in the different supervisory grades, to extend the automatic principle to these grades as well; by providing increased pay for each hour of night work; by providing increased pay for each hour of overtime; by providing annual sick leave on pay and vacation leave in the Postal Service to an amount equal to that granted to any other Government department.

If the question can be made relevant, it is recommended that there be enacted some form of retirement legislation that will, without injustice to the man retired or to the service, speed up promotion. It is recommended, also, as a matter of individual justice that in the application of any plan of reclassification no individual salary shall be reduced as a result of such reclassification.

All these matters have an important bearing on the pay and conditions of supervisors, as they provide opportunity for rapid advancement automatically as the service advances, and are therefore a proper supplement to a schedule of pay.

W. F. BURKE,
Assistant Postmaster, San Francisco, Calif.

Representing the supervisors and special clerks of the following:

First-class post offices.—Alameda, Berkeley, Eureka, Oakland, Palo Alto, Sacramento, San Francisco, San Jose, Santa Cruz, Santa Rosa, Vallejo.

Second-class post offices.—Burlingame, Chico, Colusa, Grass Valley, Madera, Martinez, Marysville, Monterey, Napa, Oroville, Petaluma, Porterville, Reedley, St. Helena, Sanger, San Rafael, Santa Clara, Tracy, Ukiah, Willows, Woodland.

Mr. BELL. The next speaker on the list is W. C. Lambert, of Kansas City, Kans.

STATEMENT OF MR. W. C. LAMBERT, SUPERINTENDENT OF MAILS, KANSAS CITY, KANS.

Mr. LAMBERT. Mr. Commissioner, my voice is not as good as it ordinarily is, but I will do the best I can.

The conditions in the post-office service are not all bad. You may have gathered from some of the remarks that there are things which should be remedied. I am not here to dispute that idea but rather to agree with it; at the same time, the things which need remedying are not particular, in our opinion, among the supervisors. The supervisors, as a rule, and largely, are a very well satisfied class of people. However, that statement should not be taken to the extreme; it is not absolutely true.

We feel that the Postal Service is, and properly should be, conducted for service and not for profit. We also feel that the service obtained by the public is such service as is arranged for and organized and conducted by the supervisory officials, who have obtained their positions by a series of promotions based upon efficiency, experience, and knowledge of postal conditions. The supervisors must necessarily feel and be prepared to assume responsibility for the conditions in the office; his standing with the department and with the public and with the employee is in the same ratio as he is efficient and qualified and attentive to the affairs of the office. We feel that he stands as a buffer, so to speak, between the department on the one hand, the public on the other, and the employee forming the third corner of the triangle. The supervisory official is in between. He catches it from all sides. He must be prepared to come to decisions, in some cases on the instant. He must have an active mind, he must devote his brain power to the conduct of his position; he doesn't lock up his supervisory duties in his desk when he locks his desk at night; his duties and the obligations of his position go with him to his home or wherever he may be.

The question that is uppermost in the mind of the supervisor at this time is as to whether or not he is properly compensated. The supervisor should feel that when he has occasion to meet men of affairs in the business world, as we all have to do, he should not feel an embarrassment; he should not feel that the efforts in the Postal Service are not such that they are regarded as in the same light as they are in the business world. In other words, a man assuming duties in a supervisory post-office position, and having occasion to meet the managing director or manager of a commercial concern, should feel that he is on common ground with that other official. Can he do it if the man to whom he is talking is paid from three to four or five times his salary? I submit to you that that is an embarrassing situation for supervisory post-office officials to confront.

I come from Kansas City, Kans., and we are separated from Kansas City, Mo., by an imaginary State line, but we find in the administration of postal affairs that the line is at times much more than imaginary. We are confronted and hampered on every hand in our office by a lack of receipts, by reason of the fact that we are a residential section. We have been referred to as a bedroom for Kansas City, Mo. It is a fact. We estimate that at least 75 per cent of our people come to Missouri in the morning and go back at night. We estimate that about the same proportion, 75 per cent, of the shopping of the citizens of Kansas City, Kans., the money spent for the necessities of life, aside from groceries, is spent in Kansas City, Mo. We estimate that the ordinary citizen in Kansas City, Kans., what money he spends for postage he spends at least 70 per cent of it in Kansas City, Mo., when he is over here buying a pair of shoes. I say that to account for our short postal receipts in connection with the fact that in Kansas City, Kans., there is not an individual mercantile concern which would be considered an extensive user of the mails from a revenue viewpoint. We have our packing houses, which constitute the main industry on a large scale. The little business man does not, as we all know, spend money for postage: it is the big concern, the big wholesale house; it is the mail-order house; it is those things that produce revenue, and the office which hasn't them, inevitably suffers. It is an actual fact that Kansas City, Mo., is approximately three times the size of Kansas City, Kans., as to population; it is also a fact that the monthly increase in revenue in Kansas City, Mo., exceeds in total the annual postal receipts of Kansas City, Kans. That is an actual fact.

Now, the working conditions of the postal employee in Kansas City, Kans., are not different from the working conditions of the postal employee in Kansas City, Mo.; therefore, why should there be a distinction in the payment of salaries for supervisory duties in our office as compared with Kansas City, Mo.? My remarks are extremely local, because the comparison is there, and it shows to our disadvantage, and in the brief that I have prepared you will see that it follows my introductory remarks.

There has been no readjustment of salaries in the Post Office Department since 1908, at which time the maximum salaries for clerks and carriers was established at \$1,200, and the salaries of supervisory employees at some indeterminate advance over that figure, dependent on the attitude of the Post Office Department, with the exception of superintendent of mails and assistant postmaster.

whose salaries were fixed at not to exceed 45 per cent and 50 per cent, respectively, of the salary paid the postmaster at his office.

This method of fixing salaries very often—in fact, invariably—works an injustice on supervisory employees, as naturally it would not be contemplated that a supervisor occupying a subordinate position would receive a salary equal to the salary of his supervisor, thus automatically restricting any salaries for supervisors at some figure less than the 45 per cent and 59 per cent of the postmaster's salary, which is the maximum for assistant postmasters and superintendents of mails.

As an illustration of the unfairness of the present system, would call to your attention the conditions which prevail at this Kansas City, Kans., office.

The department has consistently taken the position that for the current year the salary of the assistant postmaster and superintendent of mails shall not exceed the percentage above quoted, with \$200 war bonus added, which was provided in the Post Office appropriation bill for the year ending June 30, 1919, with the ridiculous condition resulting of superintendents of stations, where there are from three to twelve employees and supervisors on the floor at the main office who have supervision over nine people, receiving the same salary as that received by the superintendent of mails, who is charged with responsibility for the work of all employees in the mailing section—111 people, and the foremen—who receive additional compensation for Sunday and holiday work, receiving in the course of a year approximately \$150 more than the superintendent of mails.

I realize that your honorable body is not prepared to go into the salaries as paid at present, except for the purpose of obtaining information from which to formulate a plan of apportioning and appropriating salaries for the future, but the above facts are presented to demonstrate the unfairness of the present plan of paying salaries based on the salary paid the postmaster, whose salary is governed by the postal receipts of his office, and to further present the argument along this line I am submitting herewith following a comparative table showing the receipts and expenditures for various purposes, of Des Moines, Iowa, and Houston, Tex., which are both approximately the same size as to population as Kansas City, Kans., from which it is clearly evident that where the receipts of an office govern the salaries of the postmaster and the employees therein employed, an equitable adjustment is impossible.

Kansas City, Kans., is particularly a residence section, being contiguous to Kansas City, Mo., and the work of the office is very largely the delivery of mail and window work, which produces no revenue, the dispatch of mail being a relatively minor matter, in fact the entire dispatch of mail is made through two cases and one tie sack rack, while in towns of the same size an extensive mailing section is maintained, this condition due to the fact that there are no large mercantile establishments who use the mails extensively, nor daily papers which are producers of revenue.

There must undoubtedly be similar conditions in other cities, where the receipts of the office are relatively small, compared with the work performed, and where the delivery of mail is the more extensive part of the work of the office, thus producing little in the way of revenue, and salaries being governed thereby, whereas the

duties performed by supervisors are similar to the duties of supervisors in offices with greater receipts, and possibly more arduous, as under these circumstances they are necessarily compelled to do more different things than in larger offices, there being fewer of them and the supervisory work more concentrated.

Office.	Popula- tion.	Post- master's salary.	Receipts, 1918.	Clerk hire.	Free de- livery ex- pense.
Des Moines, Iowa.....	101,598	\$5,000	\$1,676,459	\$207,662	\$147,212
Houston, Tex.....	112,207	6,000	951,644	165,139	100,000
Kansas City, Kans.....	110,000	3,700	225,590	60,950	85,000

City.	Popula- tion.	Receipts.	Area.	Number of carriers.	Salary of super- tender of mail.
			<i>Square miles.</i>		
Topeka, Kans.....	55,000	\$600,000	11	54	\$2,700
Kansas City, Kans.....	110,000	260,000	21	57	1,800

The above comparative table is presented with an idea of indicating that the present method of establishing salaries is very unfair, as the clerks and supervisors in all post offices perform similar duties, and this fact is recognized as to clerks and carriers, but when it comes to supervisors, who are paid, not for the work they perform, which is necessarily similar in character in all offices, but are paid a salary which is based on the salary of the postmaster, and his salary based on the receipts of the office.

Salaries of supervisors should be based, not as above stated, but should be arranged uniformly at such an advance over the salary paid clerks and carriers as the conditions in their office warrant, that is, the degree of responsibility assumed, both financial and of a supervisory nature, and there is attached hereto a tentative plan of the establishment of salaries which if followed would prove to be equitable and satisfactory.

The figures and percentages given, are of course susceptible of change, but I am of the opinion that some such plan is advisable.

In connection with above suggestion would submit some figures indicating the salaries paid supervisory employees in mercantile lines, which would probably be a fair comparison to use for the establishment of salaries of our supervisors.

Department head, wholesale grocery.....	\$3,000
Department head, publishing house.....	3,000
Substitute department head, coal company.....	3,400
Substitute department head, packing house.....	3,000
Substitute department head, bank.....	3,000
Substitute department head, insurance company.....	3,000
Railroad dispatcher.....	2,700

Additional legislation has been recently enacted, increasing the annual compensation for the current year, retroactive to July 1, 1919, from \$125 to \$200 per annum.

Payment of this back salary was made November 15, 1919, and the unfairness of the present system was fully demonstrated, inasmuch as all supervisors, regardless of degree of responsibility, drew the same amount of pay, while approximately 50 per cent of the clerks

drew the same amount, and foremen, who are paid overtime for Sundays and holidays, drew more salary than the ranking supervisor employee, and one laborer was paid more salary for the period than the superintendent of mails.

This condition is of course, due to the fact that overtime is paid to clerks, laborers and foremen, and none to supervisors, and it is also true that the ordinary supervisor will be compelled to work more hours than the people occupying minor positions.

The solution would be to establish such a standard of salaries for supervisors that effort would be properly recognized and compensated for.

We maintain only two mailing cases, two mailing clerks on duty at one time, and the third man on a tie sack rack, with a population of 110,000 people; Tulsa, Okla., I am informed, with a population of 80,000 people, maintains 10 mailing cases, five times as many as we do, five times as many men engaged in the revenue-producing post office work. I don't know what their receipts are, but I do know that we haven't them, and by not having them we are hampered.

PROPOSED PLAN OF PERMANENT ADJUSTMENT OF SALARIES OF SUPERVISORS IN THE POST OFFICE SERVICE.

Using the basic salary of the maximum-grade clerk as a basis, salaries of supervisors should be in proportion as indicated; that is, the percentage noted should be added to said basic salary of maximum-grade clerks and carriers.

<i>Mailing division.</i>		Per cent.
Superintendent of mails.....		50
Superintendent of transportation.....		45
Assistant superintendent of mails.....		40
Superintendent of registry.....		40

<i>Finance division.</i>		Per cent.
Superintendent of finance (assistant postmaster).....		50
Cashier.....		45
Bookkeeper.....		40
Auditor.....		40
Examiner of stations.....		40
Assistant cashier.....		40
Superintendent of stamp division.....		40
Superintendent of money-order division.....		40

The following-named supervisors should receive a salary of \$100 per annum above the salary of the maximum-grade clerk or carrier: Assistant superintendent of registry, foremen, superintendent of stations, assistant superintendent of stamp division, assistant superintendent of money-order division, finance clerks.

In addition to the percentage advance indicated, the following-named supervisors should receive an additional advance in salary, based on the number of employees supervised, and those who have a financial responsibility a still further advance, based on the amount of postal funds for which they are responsible, using Table No. 1 below as to employees and Table No. 2 as to postal funds handled:

TABLE NO. 1.—*Employees.*

To 10.....	\$100
11 to 20.....	200
21 to 35.....	300
36 to 50.....	400
51 to 75.....	500
76 to 95.....	600
96 to 125.....	700
126 to 200.....	800
201 to 300.....	900
301 to 400.....	1, 000
More than 400.....	1, 200

TABLE NO. 2.—*Postal funds.*

Up to \$50,000 annually.....	\$200
Up to \$100,000 annually.....	300
Up to \$150,000 annually.....	400
Up to \$200,000 annually.....	500
Up to \$300,000 annually.....	600
Up to \$400,000 annually.....	700
Up to \$500,000 annually.....	800
Up to \$600,000 annually.....	900
Up to \$700,000 annually.....	1,000
Up to \$800,000 annually.....	1,100
Up to \$900,000 annually.....	1,200
Up to and exceeding \$1,000,000 annually.....	1,300

The following supervisors to be considered in connection with tables: Superintendent of mails, superintendent of registry, assistant superintendent of mails, superintendent of stations, foremen, superintendent of transportation, superintendent of finance (assistant postmaster), superintendent of money order, superintendent of stamp division, cashier.

Mr. BELL. The next speaker is Mr. George S. Root, of Lincoln, Nebr.

STATEMENT OF MR. GEORGE S. ROOT, SUPERINTENDENT OF STATION B, LINCOLN, NEBR.

Mr. Root. Mr. Commissioner, fellow employees, it is a little difficult for a stamp licker, surrounded by these marble walls and grandeur to get himself down to earth and start on a proposition which is very vital, and, Mr. Commissioner, I wish to, in connection with others, express the appreciation of the Lincoln, Nebr., post office for this privilege and honor that we have of appearing before a commission which is our friends. It has been our usual custom, as employees, to secure our hopes through the department; the department always looks toward their end of it, which, of course, is right from their viewpoint. Now, my fellow employees, we have a chance of talking with our friends from our viewpoint, and think I can approach it perhaps without embarrassment; otherwise I might feel some hesitation. This is a great honor, and I so express it as the feeling of the Lincoln, Nebr., post office.

I will not submit any figure at this time; they have been amply provided for, and simply wish on behalf of the supervisors and special clerks, indorse that signed statement of Mr. Fitch for the clerks, which was submitted yesterday, which we heartily indorse in every respect as the foundation upon which we desire to build service at Lincoln.

As a supervisory force and special clerks we feel that it is the finest thing, the most helpful thing, the most successful thing, if we take an attitude that will uplift and build the fellow who absolutely does the work. We may talk about fine things and ask about salaries, but until we can get the working conditions, which I think this commission feels as much interested in as they do the pay—when we get that, then we will start from the foundation and we will go up. The supervisors will also be boosted; you can't keep us down if you push the fellow below us up. I stand to-day in the position of salary rate, where I am very little ahead of my fellows, and was never pushed a bit, until the fellow below me got up to where I was, and then I automatically went on up. I owe all I have in advancement

to the work I helped to do for the under fellow. I have always been for him and will be for him to the end. That is illustrated in the fact again that I feel a little bit lonesome here, as I have met with the supervisors and inspection clerks, and find I am the only one that represents an office that is not either a superintendent of mails or an assistant postmaster. Now, I don't know how you feel about it; I feel mighty good for a kid like me to have the boys want to send me, when we have got quite a lot of folks down at Lincoln, and it is no reflection on you, because it is a fine compliment to you. Your fellows thought you were all right, and the boys down at my place think I am a little better than all right.

Now, as to the value of the service, this long service I think ought to appeal to us in the point of view that has been mentioned by Mr. Burke. He refers to our qualifications, our long service, as not appealing to any condition outside of the post-office service. We may put in long service, several years—25 years, 28 years, and whatever my service might be I will find no demand for it outside of the post office. Now it is not exceptional. I know from my experience and talk with other men that there is no great demand from commercial or industrial life to go into the post office and put their hand on some fine man of executive ability and say: "We want you; what is your price?" Now what is the reason? That, to me, is the tragedy of this service, Mr. Commissioner, and if these conditions of the men who stay in the service which isolate them from opportunities of that kind, if we do that, we feel it is worthy of our careful consideration. I went to one of our Congressmen and asked him to help us on the increase in salary, some time ago, but he says, "If you don't like your job, get out." Well, that was wonderfully comforting, but I thought it was blame poor policy, and he is home now. [Laughter.] But those things, to me, are very vital. Then again, take the point of how many of your men, sons and relatives, are in the post office. Have you got any sons that are just clamoring to follow you up? I have a boy, and if he goes into the post office dad will take him out into the woodshed, and if he don't give him a licking that he will never forget, now I am not right.

Now, men, that isn't right; that is absolutely wrong. This service, the greatest service in the world, ought to command the best talent and the best men in the world; the surroundings ought to be such that we just have to build a fence around the post office to keep them out, instead of having to go and drag some fellow in that isn't worth a darn, and then fire him. There is no reason on earth why that should not be done, and working conditions have as much to do with it as salaries. You can't take a lot of discontented people and get anything out of them, and as supervisors and special clerks I tell you it is our business to make it our study to try and build up cooperation. Why are these men so discontented? You know that lots of the conditions under which they work are not what they want; it isn't all money; you make a man happy and his pocket is not worrying him near so much. It is these little annoyances that bother him. It is our opportunity, our duty, to lift these fellows up and make them happy, and in that way save the department, may be, some money, and they won't be looking to salaries so much. That is the only consolation that we can get out of the dissatisfaction. I like to have the joy of attention to work, and a lawyer, a man that goes into a pro-

fession and works all day long, he doesn't have any time clock to ring, and I feel that especially with supervisors, every one of them, the department ought to have enough confidence in them that they ought not to have to go around and punch an old clock. They can soon learn whether he is faithful to that trust or not.

These are just the conditions which I know affect the men, and here to-day we have a chance to say those things. We have got to criticise, if we are not agreeable with them, what crime is there in a man suggesting things that will build up his service and build up his ability and efficiency? Those things to me are as vital as my money. I want to be happy in my work; so does every other man, and this privilege of the supervisors, I think, comes to build that matter up.

Now, as to the finance clerks, in this brief that I will present I take up these matters of the supervisors, the finance clerk, and the special clerk, and they are submitted in this brief which I desire to place on the record.

Now, the finance clerks, you know, are responsible for large sums of money, many of them, and they feel that they should have an increase in salary. We mention in our office where some of them have losses to sustain that are not subject to the other clerks, which I think is a very vital matter. Some of us do not handle money. I happen to handle a little money out at the station, and we are not always ahead, but of course it is always the other fellow that is short, and not dad, and so we put it up.

Then, also, there is the cost of our appearance. We have got to dress a little better, we ought to make a little more commanding appearance in public. Those things all enter into the matter of cost of living, and we present that in this brief.

The special clerk, that grade that was created to provide efficiency, is an expert; there is no question about that. In fact, all of these officers, to my mind, are experts. Some one here to-day suggested that they were not experts; I don't know of any field of activity in the world that doesn't call for experts, and if these men are not, why can't we go out on the street and pick up any fellow to do that particular line of work? If he isn't an expert, what in the name of Heaven is he, if any man can jump right in and do it? These men that have been long in the service know it can't be done. And even in these Christmas times, when we bring in these fellows, we say we get cleaned up, but Mr. Burke and all the rest of us know that if we were to figure on the quality of that service we would not dare to say they did it as well as the other fellows, because we would at once lose their good faith, because they absolutely can't do it. They are bright young fellows; we take them from the universities—we did at Lincoln—a hundred or more. We had six or eight at my station, but they were young men who had been in the post office, fortunately, at other times and with the assistance that I could give them, the delivery of packages, which was solely what they did, was done successfully, and very efficiently, because they had been through the work in other years.

In relation to these special clerks, these facts that they set forth in the brief, Mr. Commissioner, will speak for themselves, and I simply want to read in conclusion what they desire as special clerks:

1. The grade of special clerk to be continued.
2. Old-age retirement law.
3. Time off for scheme study.
4. Forty-five minutes of night work to be equivalent to one hour day work.
5. Court of appeals.

There is the finest thing in the whole business. I don't care if I am a supervisor, if I can't put up a better plea than the man that is making the plea, I ought to be licked; if I can't put up a better case for his demotion or his change in salary, I ought not to have the authority or the right to do it just on my single judgment. No one man's judgment equals the judgment of the greater number.

6. Official recognition of employees' organizations.
7. Higher rates for overtime.
8. Sick leave. All of which is respectfully submitted.

Mr. Root presented the following brief:

BRIEF SUBMITTED BY MR. GEORGE S. ROOT.

The supervisory officials and special clerks of the Lincoln, Nebr., post office have the honor to submit herewith our brief setting forth some of the reasons and evidence why our present compensation is not adequate to meet present conditions.

The present average salary of the supervisory force is from 20 to 30 per cent more, as compared with the amount received two years ago. This only makes a small increase in salary as compared with the cost of living expenses, which has advanced from 80 to 150 per cent, as shown by the report published by the Department of Labor.

We wish to call you special attention to the brief submitted on behalf of the clerks of this office by Mr. Fitch as expressing our feelings, and has our hearty indorsement.

The increased cost of living expenses, which is so clearly and forcefully set forth by them, applies with even greater force to the supervisory, for he must maintain ranking appearance among his fellows and before the public. It seems, therefore, unnecessary for us to restate that even in this brief.

We desire to state in connection with the matter of salary increase our belief and supreme conviction that the rules and working conditions under which we perform our services have as vital a bearing on the salary question as the coin we get.

We maintain that a contented, happy employee will perform more and better service with less concern about the amount of money he gets than a high-paid employee who is dissatisfied with his working conditions and regulations imposed upon him.

To meet the growing feeling among postal employees, the fundamental principle should be a strict observance of the seniority rule in filling vacancies and making promotions. We do not contend that seniority should be the only thing to qualify for advancement, but the big and largely controlling factor.

An employee's disqualification should be very glaring before he is denied even a trial in these higher and generally considered better positions.

The fact that one is an expert distributor, mailing clerk, carrier, special clerk is no reason why he should forever remain in that place unless he desires to do so. The opportunity to refuse these promotions ought certainly to be given him; should he pass up any particular one, it should not bar him from the opportunity of the acceptance of one which might occur later. After having spent long years in the preparation for advancement, every opportunity possible should be given for them to make good.

The fact that to attain supervisory rank calls for many years of service in most cases, and in many lifelong service, making them valuable to the Postal Service while in the commercial fields of little or no value, is one condition which we believe merits your most careful consideration. The supervisory or special clerk is as much of an expert as the mining engineer, sanitary engineer, or accountant. To abandon this work is the same as any specialist leaving behind his lifelong training and again starting at the foot of the ladder.

The postal clerk has but one demand for his training; but one industry for which he has developed his qualities; but one place where he is considered of any importance; but one purchaser for his knowledge and experience; he has all his eggs in one basket. By this concentration he has more and more cut himself off from the rest of the world. His very success has brought about his isolation. In the development of the service many men have sacrificed their leisure, their comfort, and often their health.

In regard to the matter of overtime, Sunday work, and holidays for supervisors, it is only right that your attention should be called to this.

In the Lincoln, Nebr., post office supervisors are called upon to work overtime, Sundays, and holidays, and for any above the rank of foreman this is given gratification, so far as extra pay goes. Consequently as things work out the higher supervisors are drawing less pay than those lower in the ranks, and it is for the elimination of such injustice that we are looking to you as a commission for relief.

The matter of schedules and hours can be greatly changed so that the entire morale of the service is bettered. As the service is conducted at present over 75 per cent of the mailing division (those who handle the mail) are on a one-half and one-half trick, or, in other words, one-half daylight and one-half night work. It is time that a reform was inaugurated and a post-office employee given his chance to work as other human beings. During the daytime 90 per cent of the work performed at night can be eliminated, and in consequence better hours given to the rank and file of post-office employees, and this can be done without material delay to any important mail. This is at first sight a radical reform, but five years ago Sunday closing was unheard of.

We, as employees of the United States, are looking to this commission for the righting of many of our wrongs, and if given an opportunity we, as employees, will aid you and at the same time raise the efficiency of the service.

Find appended below an extract from the Postmaster General's annual report in which he recommends that salaries of senior supervisory employees be sufficient to secure the most competent men. To this we agree, and it logically follows that the young man who might now be induced to enter the service must furnish the material for the supervisors in the future. And the better salaries that are paid the supervisors the more attraction for a bright young man to start at the foot of the ladder.

"The department has long felt the need for a reclassification of the positions and salaries of employees in post offices, more particularly in the supervisory grades in first-class offices, and in this connection attention is invited to recommendations contained in the Postmaster General's annual report for the fiscal years 1914, 1915, and 1916. In section 3 of the act making appropriation for the service of the Post Office Department for the fiscal year ended June 30, 1920, and for other purposes, the Congress has provided for a commission consisting of five members of the Committee on Post Offices and Post Roads of the United States Senate and five members of the same committee of the House of Representatives to investigate the salaries of postmasters and employees of the Postal Service with a view to the reclassification and readjustment of such salaries on an equitable basis. It is the hope of the department that this investigation will be most thorough and that as a result of their labors an equitable adjustment of the salaries of all postal employees will be made. It is recommended that any reclassifications made in the salaries of postal employees of a permanent nature shall be based upon normal conditions. It is especially recommended that all unnecessary designations of supervisory employees be discontinued and that a maximum compensation for supervisory officials and a maximum number of positions in each grade be definitely fixed in accordance with the class of the office based upon its gross postal receipts. The compensation of the senior supervisory employee in the larger post offices should be such as to secure to the Postal Service the most competent men."

Below, another extract from Postmaster General's report showing resignations. We do not think this is a fair comparison between the last two years, as those who resigned first were the youngest and brightest men and their places were partly filled by new men 40 years of age and by women. Temporary substitutes have been brought in in hordes and if the Postmaster General would count resignations among this class we believe it would be about 200 per cent per year.

"PERSONNEL IN OFFICES OF FIRST AND SECOND CLASSES.

"During the fiscal year ended June 30, 1919, the appointment of 2,476 additional clerks was authorized for first and second class post offices, and the average salary increased from \$1,157.39 in 1918 to \$1,318.03 in 1919. During the six fiscal years ended June 30, 1916, the average number of resignations and removals of post-office clerks amounted to 4.43 per cent of the entire force; during the fiscal year 1917, which covered the first three months of this country's participation in the war, the separations from the service amounted to 5.45 per cent of the entire force; while during the fiscal year ended June 30, 1918, 12.4 per cent of the force were separated. For the last fiscal year the records show 4,961 clerks resigned and 441 removed, representing 12.08 per cent of the total force, thus showing that the number of resignations is decreasing."

In another place in the Postmaster General's report increases of about 25 per cent are pointed out and enlarged upon in an attempt to show that we have been provided for. The piece is even ended by asking Congress not to grant the help which took effect November 8, and calling the passage of that act "manifestly unjust."

If the members of this commission could answer the telephone or receive callers in the office of the superintendent of mails in Lincoln, Nebr., they could soon learn for themselves direct from the patrons that the "requirements for efficient mail service" is not being maintained. Below find appended the piece above referred to:

"SALARY AND STATUS OF EMPLOYEES IN POST OFFICE.

"The average salary of clerks increased from \$1,052.97 in 1913 to \$1,318.03 in 1919, and city carriers from \$1,087.57 to \$1,305.02.

"For the fiscal year 1913 the percentage promotions were first provided for, 75 per cent from \$1,100 to \$1,200 in first-class post offices and 75 per cent from \$1,000 to \$1,100 in second-class offices.

"For the fiscal year 1914 the first grade of clerks and carriers was abolished, appointments after June 30, 1913, being made at the second grade, \$800.

"For the fiscal year 1917 the following percentage promotions were provided: Clerks, at first-class offices, 75 per cent from \$1,100 to \$1,200, 5 per cent from \$1,200 to special clerks at \$1,300, and 5 per cent of the special clerks at \$1,300 to special clerks at \$1,400; and at second-class offices, 75 per cent from \$1,000 to \$1,100 and 5 per cent from \$1,100 to \$1,200.

"For the fiscal year 1918 percentage promotions were provided as for the year 1917, with the exception that the percentages were 85 and 15 instead of 75 and 5.

"The act of March 3, 1917, provided increased compensation at the rate of 10 per cent effective during the fiscal year 1918 for classified employees appointed after that date at salaries of \$800, \$900, and \$1,000. On July 1, 1918, every postal clerk and city letter carrier received a \$200 increase in their compensation and on July 1, 1919, every such employee whose services were satisfactory after a year's service in the former grade was promoted an additional \$100 effective July 1, 1919. Increased compensation was also provided other employees at the rate of 15 per cent to those who received a salary of from \$900 to \$1,500, 10 per cent to those who received a salary of from \$1,500 to \$2,200, and 5 per cent to those who received a salary above \$2,200. The Comptroller of the Treasury ruled that the minimum salary of a supervisory employee at first-class offices, as well as that of the assistant postmaster of a first-class office, was \$1,800, and also that the minimum compensation of an assistant postmaster at a second-class office was \$200 more than the highest grade clerk or city carrier connected with that office. This has resulted in a great number of promotions in the supervisory employee's compensation as well as that of assistant postmasters.

"At the present time legislation is pending giving a further bonus to employees in the Postal Service covering the current fiscal year, as follows: Clerks and city carriers in the \$1,000 grade, \$240; those in the \$1,100 and \$1,200 grades, \$200; those in the \$1,300, \$1,400, \$1,500, and \$1,600, \$150; those receiving a compensation of \$1,700, but not more than \$2,500, \$100; printers, mechanics, and skilled laborers who receive a compensation of \$1,150 to be increased \$150, \$1,265 to be increased \$135, \$1,380 to be increased \$70; watchmen, messengers, and laborers who receive a compensation of \$1,035 to be increased \$205. Provision is also made for the employment of substitutes at the rate of 60 cents an hour instead of 40 cents as at present. The above bonuses, however, will not apply to employees who have received \$300 or more increased compensation during the current fiscal year.

"If this increase should be granted by the Congress, the opinion is here expressed that the department will at once be placed on a deficiency basis, unless there should be an unlooked-for increase in the postal revenues. These proposed increases absorb for the benefit of postal employees the entire increase in revenue for this fiscal year as well as all savings and economies which have been effected within the past seven years and deny to the users of the mails any participation therein. The necessities of the service do not require this and it is manifestly unjust. Requirements for efficient mail service and not expediency should be the sole guide in determining action in a matter of this kind."

Clerks in the finance division, cashier's section, stamp section, and money-order section handle large volumes of money daily. In case of loss of any funds it is the clerk who must repay. This occasionally curtails the actual usable salary. At that they are not as well paid as clerks in banking and other financial institutions assuming a like responsibility, and who in many instances are not required to repay losses as the post-office clerk must.

Such post-office clerks are usually bonded from five to ten times as much as the workroom clerk, another item of "overhead expense."

All finance clerks meet the public and must necessarily dress better than the clerks in the mailing section who may preferably wear overalls—more "overhead expense" and a consequent further shrinkage of available salary.

The registry section may be placed in this classification. Some of their responsibilities are even greater though they do not handle money or accounting stock directly.

These facts apply with special force to the supervisor acting in any of these capacities.

SPECIAL CLERKS.

In behalf of the special clerks of Lincoln, Nebr., whom I have the honor to represent, I herewith submit the following facts for your earnest consideration:

The term "special clerk" in its broadest sense means the expert of the service. In creating this grade Congress recognized the fact that there are some clerks who have exceptional qualifications and ability and the purpose was to reward these for meritorious service.

Before a clerk can be promoted to the grade of special clerk he must have long years of special training and experience in his particular line of work. He must have an excellent service record.

After a clerk has been promoted through the automatic grades, the grade of special clerk offers an inducement to bring out additional incentive and extra effort; he also has something to look forward to in the way of higher salary.

If he is in the finance division he must have an expert knowledge of all the numerous details of that division, and in many cases assumes great financial responsibility.

If he is an assistant in an executive office he must know all of the general detail work of that division, so in the absence of superior officers he is capable of assuming in great part the responsibilities of that office.

A city distributor must know thousands of facts which are absolutely necessary to aid him in the prompt dispatching of the mails. He must have a high rating for speed and efficiency. The record of a city distributor in this office shows his general rating for the past few years to be about 99 per cent. In a test of one hour's time he distributed 3,068 letters with only 39 misthrown, 81 separations.

The record of a mailing clerk in this office shows his general rating to be about 97 per cent. He has learned and passed examinations on five and one-half States, a total of over 6,000 post offices.

In connection with the readjustment of salaries we respectfully offer your honorable body a few suggestions, which we believe, if enacted into law, will be the means of promoting greater contentment among the employees and consequently a better and more efficient Postal Service:

1. The grade of special clerk to be continued.
2. Old-age retirement law.
3. Time off for scheme study.
4. Forty-five minutes of night work to be equivalent to one hour day work.
5. Court of appeals.
6. Official recognition of employees' organizations.
7. Higher rate for overtime.
8. Sick leave.

Mr. BELL. The next speaker is Mr. C. J. Magill.

STATEMENT OF MR. CHARLES J. MAGILL, ASSISTANT SUPERINTENDENT OF MONEY ORDERS, OMAHA, NEBR.

Mr. MAGILL. Mr. Commissioner and gentlemen, you have heard the trials and tribulations of the different classes of employees, and I don't think it is necessary for me to say anything on that point except we from Omaha are about the same. Our hours are about the same.

Now my esteemed brother Root says that he is the only supervisor here who is not an assistant postmaster or superintendent. Neither am I. I am only what they call the assistant. But in view of the short time allotted to me, and what you have already been told, it is not necessary to elaborate on that, and I will confine myself to the

brief which I have here, which I believe, gentlemen, to be almost perfect. I would like the commissioner to bear in mind this Omaha brief in connection with the salary table and give it a little extra consideration.

The brief starts out:

Submitted by the supervisory employees of the Omaha, Nebr., post office. Salary table based upon normal times and normal conditions.

Mr. Commissioner, I might state to you before starting on that part that this brief—there are parts in it that will interfere with the opinions of some in our ranks; it in a way will not hurt those who are not in it, but they might feel that they are not used right in it, but, gentlemen, I am principally responsible for the getting up of this brief, and I believe in it. In my 29½ years' service I have been through practically all the branches of the Postal Service. I am now connected with the money-order department. I have practically covered it in the brief here, and I believe the statements there are facts. I was born on what is known as one of the greatest days of this country, Flag Day, the 14th day of June; I entered the Postal Service on the 4th day of July, Independence Day, 1890, and I want to tell you now I have never lost that independence, and I will not lose it, even if I offend some of you here to-day by stating what I have.

The second point in our brief reads:

The grouping of post offices according to their receipts, recognizing individual and collective responsibility of each, and allowing each group of offices a specified number and kind of supervisory officers with stipulated salaries.

Recognition, selection, and promotion of supervisors.

A supervisory employee should be recognized to the extent of receiving a salary commensurate with the duties of his office. He should not be permitted, except during the holiday season, to work in excess of eight hours daily, on the grounds that the maximum of efficiency can not be attained by working in excess of eight hours.

Mr. Commissioner, that is right. That is one thing I would like brought to the attention of the commissioner, that the supervisory is not paid for any overtime work whatsoever; is not allowed any compensatory time for Sunday or holiday work, or anything of that nature. Our salary is so close that the supervisory of a lower grade is practically working in some cases for less than the ordinary clerk or carrier. Now, speaking of myself, in the month of August, including Labor Day, I put in 67 hours overtime for which I did not receive a nickel, after 29½ years' service in the Government, with the title of assistant superintendent of a money-order department, handling a gross amount of over \$12,000,000 a year, which you can recognize the responsibility of, and the inadequacy of a salary of \$1,925 per year.

Then the brief continues:

He should receive a salary of at least \$300 higher than the highest paid clerk.

He should in all cases be an employee selected from the ranks of the local office, and, if possible, from the department or section of the office in which he received his training and experience, providing that fitness and ability shall have received the consideration in the appointment.

A bitter complaint is registered against the practice of placing railway mail, department employees and post-office inspectors in supervisory positions of the post office proper, as such practice not only causes discord, but places regular employees at the mercy of an inexperienced supervisor, is detrimental to the service every time, and deprives an experienced and capable post-office employee of justly entitled promotion.

And, Mr. Commissioner, I want to say to you that is the absolute truth. The man who has been in the Railway Mail Service for a number of years that would enable him to hold such a position as superintendent of mails, has been born and bred in the railway service, but has never yet been weaned from it, and the post office proper, is being run under those conditions on a railway mail service basis, and God knows you can't run a stationary thing with the same power, etc., that you do one that is in motion.

As to two-division plan: It has been stated before your committee that this plan was successful in smaller cities than New York, Chicago, etc. This was stated by men from those offices who know nothing about offices of our size. We know by actual experience that it is not successful in Omaha, and will cite an example that can be borne out by the department records: Several months ago inspectors sent there to investigate the working of our office readily saw that the interference of the superintendent and assistant superintendent of mails with the registry service was detrimental, so recommended that the foreman of registry department should be appointed assistant superintendent in charge of registry department.

The same reasons for this apply to the other departments. There should be a direct head of each division with full authority—a man who thoroughly understands his particular part of the postal service, has personal knowledge of the men under him, knows their faults and virtues, and gives maximum service with minimum number of employees. The five-division plan will do this and every employee will know that his superintendent is an expert in his work, and will consequently do better work and be more contented.

The parcel post has grown to such an extent that it should be a department of its own, for the same reason as given in regard to the registry and other departments. For example the insured alone mailed at Omaha December, 1918, was 17,000, and December, 1919, was 35,000, a gain of more than 100 per cent. The C. O. D. feature of this department shows for itself that it should have a direct head over its affairs, and instead of being divided between the mailing, city delivery, registry, and money-order division should be all in one and under the direction of a capable superintendent in order to give proper service.

Now, no doubt in the making up of this commission's work there will be a great cry of a deficit, etc., in the Postal Service. Mr. Commissioner, I entered the service in Washington, D. C., and stayed 12 years there in the mailing division, and from an actual count and weight of something like 26 or 37 years ago, 85 per cent of the mail going through the Washington, D. C., post office was free matter, upon which no postage was paid and for which no credit is given to the Washington office or to the Postal Service. This is principally from the departmental service. I know this to be a positive fact—that many years ago, 16 men were on the separating case from the hours of 3.30 to 7.30 or 8 p. m., daily working exclusively upon long letters from the different departments in Washington.

Mr. Commissioner, I would advocate that every department in the city of Washington and throughout the United States be required to furnish a special stamp, and that the Post Office Department be given credit for that, and I venture to say that if that had been done, as far as the deficit was concerned—and a remark was made here

yesterday about eligible lists—"there ain't no such animal"—I say in the post office since the 30 years I have been in it there never has been a deficit in it if they had been paid for the work they performed, and then take into consideration the magazines that they send out from the larger cities by freight and then let the local post office do the work.

Mr. Magill submitted the following paper:

BRIEF SUBMITTED BY CHAS. J. MAGILL FOR THE SUPERVISORY EMPLOYEES OF THE
OMAHA (NEBR.) POST OFFICE.

POINTS.

1. Salary table based upon normal times and normal conditions.
2. The grouping of post offices according to their receipts, recognizing individual and collective responsibility of each, and allowing each group of offices a specified number and kind of supervisory offices with stipulated salaries.
3. Recognition, selection, and promotion of supervisors.
4. Requesting the resumption of the five-division plan.
5. Station superintendents, their salaries and responsibilities.
6. Special clerks.
7. Postmaster to be selected from employees of local offices.
8. Superintendent of dead-letter section recommended for each of the 15 division headquarters.
9. Parcel-post department. Direct supervision of.
10. Salary schedule according to group as suggested in point No. 1.

Point No. 1.—Although it is understood that reclassification is to be based upon normal times and conditions, we are reluctant in submitting a table of salaries first, because Prof. Irving Fisher, of Yale, one of the world's greatest authorities on the relation of commodity prices to money and credit, says that the high-price level will stay for at least 10 years; second, because the prevailing opinion seems to substantiate Prof. Fisher's statement; third, because we have no way to judge the future, no reason to explain any appreciable change in prices, but do have a positive knowledge of the higher cost of living and the tendency of prices of nearly all commodities toward the incline.

Therefore the basic principles involved in the question of readjustment of salaries is to establish the purchasing power of the dollar to-day as compared with the purchasing power of the same dollar under prewar conditions and readjust accordingly.

This plan is the only just and equitable basis upon which a readjustment can be effected.

Therefore the schedule herein submitted under point 10 of this brief is to be understood as having been based upon prewar conditions and can not be considered with present abnormal situation.

Point No. 2.—Individual responsibility, as it pertains to the individual as well as to the post office, should be another basic principle upon which reclassification is considered.

We propose that post offices be grouped in accordance with the receipts of the office. (Receipts except in isolated cases are indicative of responsibility of such offices.)

That each group be allowed a designated number of supervisors and special clerks with specified duties and stipulated salaries.

We believe it possible, and therefore recommend, that a certain standard based upon work performed and personal responsibility required can and should be established for each kind of work in the various departments or sections of the post office, and an adequate salary allowed for each standard reached, regardless of the location of the office.

Results: (1) Elimination of any abuse of discretionary powers (a) on the part of the department as to the office, and (b) on the part of the postmaster as to the men; (2) uniformity; (3) elimination of uncertainty and disappointments to capable and competent employees; (4) a fair, equitable, and just system of recognizing ability and responsibility; (5) avoids to a great extent the present cause of unrest among postal employees and will renew their efforts to give better and more satisfactory service.

Point No. 3.—A supervisory employee should be recognized to the extent of receiving a salary commensurate with the duties of his office.

He should not be permitted (except during the holiday season) to work in excess of eight hours daily on the grounds that the maximum of efficiency can not be attained by working in excess of eight hours.

He should receive a salary at least \$300 higher than the highest paid clerk.

He should in all cases be an employee selected from the ranks of the local office and, if possible, from the department or section of the office in which he received his training and experience, provided that fitness and ability shall have received due consideration in the appointment.

A bitter complaint is registered against the practice of placing railway mail, department employees, and post-office inspectors in supervisory positions of the post office proper, as such practice not only causes discord, but places regular employees at the mercy of an inexperienced supervisor, is detrimental to the service every time, and deprives an experienced and capable post office employee of a justly entitled promotion.

Point No. 4.—Based upon knowledge of the failure of the so-called two-division plan, we propose the resumption of the former five-division system.

Because direct authority over the several branches or sections of the post office by supervisors who are especially adapted to their particular assignment gives better service to the public and to the department, better satisfaction to the employees in said sections or departments, and raises the efficiency of that particular service to its highest standard.

In smaller offices, where the amount of work or the demands for better service is not so great, or where the responsibilities can readily be absorbed by a supervisor of another section, the two or even a one division plan for economy sake may be advisable.

Point No. 5.—On the question of salaries of station superintendents it is a generally accepted proposition that the responsibility of such a position can be arrived at by ascertaining the number of employees under the jurisdiction of such a supervisor. There are, no doubt, exceptionally large receipts or unusually large responsibilities as compared with the number of employees of other stations at some points. However in such cases credit should be allowed for value of financial business or extraordinary responsibility necessary.

We propose the grouping of stations based upon the number of employees, with the financial transactions or responsibility assumed as an incidental feature.

Point No. 6. Special clerks.—In the larger offices, where the duties are various and many times calling for men of exceptional ability or commercial or technical training, it is believed that a wide range in salary for special clerks should be made.

We propose a designated number of such clerks be allowed to each office within a certain group, with stipulated salaries.

Point No. 7.—The best interest of the service requires that the office of postmaster be filled by an employee of the local office, selection to be based upon service and ability.

Point No. 8.—We suggest the appointment of a superintendent of dead matter at each of the 15 division headquarters of the Railway Mail Service.

Point No. 9.—We propose that the Parcel Post Service, including C. O. D. and insured mail, both incoming and outgoing, be placed under the jurisdiction of a superintendent of parcel post. That part of the service has grown to such an extent that same can no longer be handled by other sections and should have the personal supervision of an expert.

Point No. 10.—Adequate salaries in Postal Service readjustment and reclassification based on normal conditions.

Reclassification of post offices into groups according to business transacted.

Business transacted.	1 to 1½ million.	1½ to 2 million.	2 million or more.
Assistant postmaster.....	\$4,000	\$3,000	\$2,000
Superintendent of mails.....	3,000	3,250	3,500
Assistant superintendent of mails.....	2,500	2,750	3,000
Superintendent city delivery.....	3,000	3,250	3,500
Assistant superintendent city delivery.....	2,500	2,750	3,000
Superintendent of money order.....	2,500	2,750	3,000
Assistant superintendent money order.....	2,250	2,500	2,750
Superintendent of registry.....	2,500	2,750	3,000
Assistant superintendent of registry.....	2,250	2,500	2,750
Cashier.....	2,500	2,750	3,000
Chief stamp clerk.....	2,000	2,250	2,500
Bookkeeper.....	2,000	2,250	2,500
Superintendent of parcel post.....	2,000	2,250	2,500
Foremen.....	2,000	2,250	2,500
Superintendent dead letters.....	.....	2,000	2,250

Superintendent of stations: 25 employees or less, \$2,000; 26 to 50, \$2,250; 51 to 100, \$2,500; over 100, \$2,750.

The above schedule is submitted by the Omaha (Nebr.) Supervisory Association, with the understanding that it is based on normal conditions, and in event this country should not again reach a normal basis it should be elevated accordingly.

Mr. BELL. The next speaker is Mr. L. P. Dyhrberg, of Omaha.

STATEMENT OF MR. L. P. DYHRBERG, SPECIAL CLERK, OMAHA, NEBR.

Mr. DYHRBERG. Mr. Commissioner, I represent the special clerks of the Omaha post office, and I feel rather at a disadvantage here, as we feel that we belong really with the clerks, rather than with the supervisors.

We have submitted a brief. We think that the special clerks grade should be retained, as it gives an incentive to the clerks, gives them something to work for. As we all know, there is small hope of the rank and file becoming supervisory officials, as there are not enough positions of that kind to look forward to, and the special clerk grade is the incentive to keep up the good work after the clerks have reached the highest automatic grade. Also, the special clerk is looked on as a leader by the junior clerks; he is expected to act as a sort of instructor to the new men coming in and assist in general in producing the work. Of course there are different classes of clerks that are entitled to be graded as special clerks, but in particular the expert distributors in the incoming and outgoing sections. If they are promoted to foremanships, they are usually taken off the distribution work and the post office loses their expert knowledge along that line to a great extent, and the only way to recognize them is to make them special clerks.

Of course, there are also in the other departments expert utility clerks sent around to relieve other clerks, and they must be familiar with all the work in whatever department they happen to be placed; also registry clerks that must be familiar with all branches of that service, and expert finance clerks that merit a special rating.

Outside of that, the clerks feel that a board of appeals is something that we should have had. We have had some trouble in our office, and one man was discharged from the service and, we think, without a proper hearing. Of course we don't presume to judge whether he should be discharged or not, but we do say that he had no proper hearing before the proper officials. The letter that he received from the supervisors, which ended his case, stated that they believed him guilty of the charges without a reasonable doubt, before he even had a chance to answer them, and we don't think that was exactly right, and we think that a board of appeals of some kind that has been advocated here before, would tend to solve that problem.

Of course the matter of scheme study which the special clerks have to perform, we think time should be given them according to the schemes that they are required to study.

I might say a little about the merit system. In our office the merit system as now conducted is not looked upon as being worth very much. The last rating I got, I asked the supervisor how he arrived at it. Well, my immediate supervisor didn't know anything about it, and the superintendent of mails seemed to think that somebody else was doing it. I really could not find out just who was

giving me my grade, but in comparing with other clerks we came to the conclusion that the grade, the general average of a clerk, was put down first, and then the grading was established by working backwards from that. We couldn't see any other way of doing it. We didn't think very much of that kind of a system.

Another thing that probably is a little outside of the special clerks' position was the matter of automatic promotions that were lost in the last year by a number of clerks. There were \$200 bonuses given, but clerks that were not entitled to automatic promotions got the \$200, and those that were entitled to automatic promotions of \$100, only received \$100 bonus. We have some service men that were in the war at the time, and they feel this very keenly, saying that they were assured that their automatic promotions would go on while they were in the service, the same as if they had not entered the service, and they seemed to think that it is hardly just that they should come back and practically lose \$100, as they considered, and they asked me to mention that matter. I have taken it up with the postmaster and the officials, but they claim that under the law that they can not do anything about it.

Assuming that the regular clerks are to be graded, from \$1,800 to \$2,400, we feel that the special clerks should be graded at least two grades higher; that is, \$2,500 and \$2,600.

Mr. Dhyrberg submitted the following brief:

BRIEF FILED BY MR. L. P. DYHRBERG.

The grade "special clerk" was created in recognition of that class of employees who show exceptional ability in the performance of their various duties.

Properly, he is not a supervisory official, yet his responsibility may be as great as that of the supervisory under whom he works, and his knowledge of his particular work even greater, and in an emergency he may take the place of a supervisory.

He is looked upon as a leader by the junior clerks—in a way, he is an instructor and he is expected by his superior to assist in producing the maximum results.

DIFFERENT CLASSES OF SPECIAL CLERKS.

Expert information bureau clerks, who are thoroughly posted on the Postal Laws and Regulations, all information contained in the Annual Postal Guide and monthly supplements thereto, and the Daily Bulletins issued by the department.

Window clerks receiving parcel post from the public, who have become expert in zones, rates, classifications, restrictions, and mailability, etc., of fourth-class matter, who also bear the responsibility of the acceptance into the mails of insured and C. O. D. matter.

Stenographers who have become expert in answering correspondence, being able to handle same without dictation or direct supervision, thus allowing supervisory force more time for other duties.

Expert utility clerks, who from their general knowledge of the service may fill various assignments in emergency cases.

Expert city distributors, who on account of years of experience and intimate knowledge of the city, may effect the delivery of mail without street address, misdirected, or illegibly addressed.

Outgoing mail distributors, who on account of speed and accuracy have set a standard for the section in which they work and are relied upon to do all the intricate and difficult distribution.

Expert registry clerks, who are familiar with all the problems of the registry service.

Expert finance clerks, accountants, and others whose efficient service merits special grading.

Assuming the regular clerks to be graded from \$1,800 to \$2,400, special clerks should be graded \$2,500 and \$2,600.

Mr. BELL. The next speaker is R. H. Hansen, of Oklahoma City.

STATEMENT OF MR. ROBERT H. HANSEN, SUPERINTENDENT OF MAILS, OKLAHOMA CITY, OKLA.

Mr. HANSEN. Mr. Commissioner, I have already filed a brief with the commission and will not go into a detailed discussion, as that has been done by the men before me, but we have a peculiar condition in the Oklahoma City post office which may be something new to the commission, and that is we have recently reached the \$600,000 class—that is, comparatively recently. Some 10 years ago the receipts were somewhat less—about \$300,000—and for the calendar year just passed they will lack about \$30,000 of going to \$1,000,000. Of course, that being the condition, we have naturally gotten promotions quite rapidly in that office, and I may not be the proper person to appear before the commission hearing the men that are not satisfied with their salaries. Now, I have during the past 6 years been superintendent of mails in that office and have not failed of promotion once each year during that time. I have reached the maximum salary now of supervisor, and where do I go from here? I am through as far as promotions are concerned now in that office under present conditions. Each post office is an organization unto itself, to a large extent, so far as employees are concerned, and they can rise so high in that particular office, and no higher.

The only thing I have to look forward to is assistant postmaster some day, possibly, and I may not get that, because I am not a finance man and the other fellow may be. What we want in our office is the opportunity for promotion with more salary to some larger office if possible.

It manifestly is unfair that I should receive the same salary in my office that the superintendent of mails in the Kansas City office, or any other large office, who has three or four times the responsibility that I have, and yet what opportunity has he for salary advancement in his position at the present time? None whatever, and if you give him an increase in salary in the large office, there is still a limit to that, and when he gets to that limit, which may be fixed at \$4,000—whatever it happens to be—then what has he to look forward to? He will be satisfied with that salary for only four or five years if he is ambitious, and then he will become dissatisfied. He won't step down and out, because the salary is so large that he can't afford to; he can't afford to throw up his job. If the organization of the whole post-office service was coordinated, made into districts something like the Railway Mail Service, and more opportunity of advancement provided for supervisors, then you would give the men subordinate to two principal supervisors in each office an opportunity of advancement, and this would result in advancement to the special clerks and lower grade clerks.

In our office we have at the present time five foremen. Previous to July 1, 1919, those five foremen were getting \$1,500. On July 1 they were promoted under the law which gave them \$100 more than the highest paid clerk under them, making \$1,600, but the comptroller held that the \$1,600 did not include the \$200 bonus which was given them in 1918, resulting in their further promotion to \$1,800. Now comes the special appropriation of November 8, 1919, which gives another \$125 additional, in all amounting to \$1,925. The lowest

paid assistant superintendent of mails in our office receives \$2,025. \$100 more, and there is absolutely no comparison between the responsibilities of the two positions. This assistant superintendent has charge of the City Delivery Service; he has under his supervision something like 80 men; the foremen have under their supervision anywhere from 10 or 12 to 20 or 25 men, and yet they get within \$100 of what that man is paid right now. They get compensatory time for Sundays and holiday work, or can take overtime in lieu thereof, making an aggregate for the year more than this assistant superintendent will get. He can't possibly get a cent more under the present appropriation. I don't begrudge the foremen a dime that they have got; they earn every cent of it and are worth more than they are getting right now, but there should be a wider margin between the two positions than there is under present conditions, and I believe you will agree with me that assuming a foreman is worth \$1,925, the lowest paid assistant superintendent is worth at least \$300 more than he is, if he is worth a cent. He wouldn't be worth much if he wasn't worth that much more.

Now, the question has been raised as to what is to be done with special clerks. All things being equal, special clerks should be given the preference for the supervisory promotions, but you can't do it under present conditions, because of the limited number of special clerks assigned to an office of the size of the one I am connected with. We have only about five special clerks in the office at this time, and assuming that you wanted to promote a man to the position of foreman, you have got five men to choose from, and the material is not there nine times out of ten. If some arrangement could be made for the promotion to special clerk of ordinary clerks who had reached the maximum salary of and performed certain duties required of special clerks, then you would have some real material to draw from for supervisors. Under present conditions the ordinary clerk can be promoted automatically if he has the rating of 70 per cent; special clerks must have a rating of 90 per cent to get the designation, and must keep that rating indefinitely. When any ordinary clerk drawing the maximum salary reaches the grade of 90 per cent average for the years' work why shouldn't he be designated as a special clerk and given the same privileges as the other fellow? He has been in the service possibly longer, is just as good a clerk, but under the law providing for special clerks we are only allowed to promote 15 per cent of them. If we could promote them on the basis of 90 per cent averages, we could have possibly 25 in our office; then when we come to promote a man as supervisor, we will have something to draw from, but you can't draw from four or five men successfully.

So far as the special clerks are concerned, of course, they are requesting that they be allowed the preference in promotion to supervisory positions, which is just and right, and all things being equal they would be given the preference, but if they have not got the qualifications necessary to a supervisor, then how in the world are you going to promote them?

My brief sets forth all the facts in this connection as they exist in the Oklahoma City post office, and there is no use going into the details again. We did not dwell on the cost of living at this time, because we did not think it had anything to do with the permanent readjustment of salaries, so far as we see it, but we do believe you

should give some consideration to the promotion to higher positions of employees after they have reached the maximum salary in their class. After we have reached the maximum grade in the Oklahoma City post office, if we take proper interest in the work and want to rise higher, then what we want is the opportunity to be promoted to some larger office at a larger salary or to the organization at Washington at a larger salary.

Mr. Hansen submitted the following brief:

BRIEF SUBMITTED BY MR. R. H. HANSEN.

We first desire to impress upon you that this brief is not intended as a criticism either of the acts of the Congress or the Post Office Department, but has been prepared wholly with a view toward assisting you in solving the vexing problem which confronts you, the proper solution of which is of such vital importance to the service as well as the employees.

As the purpose of your investigation is to recommend to the Congress a plan for the permanent readjustment of the salaries of postal employees, it does not appear fitting that the question of increases in salaries under present abnormal conditions should be gone into in detail. It is a matter of record that the prices of all commodities have increased an average of about 70 per cent during the past three or four years and while Congress has, to a certain extent, met this increase by a temporary bonus the proportion of increase in salaries does not compare favorably with the increase in cost of living and until such time as conditions return to normal a substantial bonus, in addition to any increases which your honorable body may recommend as a permanent basis, should be allowed all postal employees. Therefore, our arguments must be based on permanent facts, and the mere fact that the cost of living has increased almost beyond comprehension during the past few years can have no great bearing on a permanent readjustment, for it is manifestly impossible for these conditions to continue indefinitely. The present should be taken care of by a temporary increase proportionate to the increased cost of living at this time.

LAWS WHICH TO A LARGE EXTENT GOVERN POSTAL SALARIES.

In effect the salaries of all postal employees above the ordinary grades are governed by the salary of the postmaster in the various offices, for the reason the act of March 3, 1883, fixes the basis upon which the postmaster is compensated and the same act provides that the salary of his assistant shall not exceed 50 per cent of the amount he receives, and that of the superintendent of mails not to exceed 45 per cent. Therefore, as this act fixes the salaries of the two principal supervisors in each office, it is of course out of the question for Congress to provide compensation for the supervisors subordinate of these two, to equal that which is paid them and it naturally follows that the subordinates all down the line can not receive as much salary as his immediate superior. Consequently we state that in effect the salaries of all postal employees above the ordinary grades are based on that of the postmaster, regardless of increased responsibilities which obtain as an office grows.

There is small comparison between the work performed in post offices 36 years ago and now. There have been a multiplicity of duties placed on the Postal Service which were not dreamed of at that time, yet the same law which governed the salary of the postmaster and the two principal supervisors in post offices then is still in effect, and this has to a large extent automatically kept the salaries of all employees above the ordinary grades at present on exactly the same basis as they were in 1883, yet what comparison can be made between the living standards of that time and the present. Does it seem reasonable that the postal employees of to-day should be governed by this antiquated law?

The present-day organization of post offices is almost foreign to that of the post office of 1883. The innumerable duties with which post offices have been burdened since that time, aside from the recent war activities, have increased the working forces of all offices, and yet no consideration has been given toward increasing the compensation of the officials who direct the work.

As an office grows the responsibilities of the supervisors also increase, yet under the present law after an office has reached the \$600,000 class the increases in compensation of the supervisors are at a stand-still. Does it not seem unreasonable that the supervisors in an office having receipts of, say, \$1,000,000 and probably 300 employees, should receive exactly the same salary as the supervisor in an office having receipts of five or six millions and probably seven or eight hundred employees?

Can not it readily be seen that the responsibilities of the larger office are at least double that of the smaller? Yet the supervisors in the larger can not, under the present law, expect one cent more salary than the same officials in the smaller office. Of course promotions are regular in a steadily growing office below the \$600,000 class, but after that point is reached the supervisors are up against a "stone wall" as it were, unless the office should grow to the same proportions as the five now provided larger salaries for the postmasters by special acts of Congress.

DUTIES AND RESPONSIBILITIES OF SUPERVISORS IN THE OKLAHOMA, OKLA., POST OFFICE

In a post office operating on the two-division plan, as is the Oklahoma, Okla., office, and which office only we consider in this part of our argument, the assistant postmaster is also the superintendent of finance and it is his duty to take care of the financial end of the work. He has under his direct supervision the postal cashier's office, the money-order section, and the stamp department. He has charge of the postal savings bank which is handled in connection with the money-order section, the rural carrier pay roll for the entire State, which for the fiscal year ended June 30, 1919, disbursed over one and three-fourths millions of dollars; the handling of the surplus funds of the entire State, as this is the depository for the State of Oklahoma, and in addition the work incident to a central accounting office. Under him he has assistants in the supervisory grades as follows: Postal cashier, his assistant, and money order cashier; these make up the supervisory personnel of the finance division. He is directly responsible for the finances of an \$800,000 to \$900,000 business as well as the surplus funds from all of the other offices in the State. To him the postmaster looks for a proper accounting for all of the funds under his control and he, to make proper accounting, must possess the qualifications of auditor, bookkeeper, expert accountant, and banker. In addition he must be possessed of executive ability, initiative, ability to handle the public, and there are times when he must act as postmaster and custodian of the Federal building.

The superintendent of mails has direct charge of the working force of the entire office outside the finance division. Upon him devolves the duty of seeing that the mails are properly and expeditiously handled. The majority of the employees of the office are under his direction, but he has not the financial responsibility which the assistant postmaster has.

He has direction of the distributing forces of the outgoing mails section and the incoming section, the registered-mails section, the box-distribution section, the city-delivery section, and a number of minor sections of the office. He also handles correspondence with the department and public which relates to the handling of the mails. He has under him in the supervisory grades two assistants and six foremen. The one assistant is directly in charge of the city and rural carriers, and the other under whom the six foremen work is in charge of the clerical force. The superintendent of mails must see that the mails are handled to the satisfaction of the public and the department, and the postmaster must rely on him to handle the work so there will be no criticism of the office either by the public or the department in so far as handling the mails is concerned.

That part of the office which is of most vital importance to the department is under the direction of the assistant postmaster, while that part which is of most importance to the general public is under the direction of the superintendent of mails, consequently the latter must be possessed not only of executive ability and initiative, but also the ability to handle the public.

The assistant supervisors, who are subordinate to the assistant postmaster and superintendent of mails, must to a considerable extent possess the qualifications of their immediate superiors, but in the case of the assistant superintendents of mails they must more particularly possess the ability to handle men, for they are the ones who come in direct contact with the working force at all times and they must handle the force so there will be no friction. The foremen must possess ability to handle men and a certain part of the work or understand fully all of the requirements of the particular section which they directly supervise.

The various station superintendents have a greater variety of duties to perform than almost any other supervisor. They are to many virtually postmaster (in fact, they handle a larger volume of business than many postmasters of second-class offices and some of the smaller first-class offices), for most of the patrons of a station rarely have any postal business which can not be handled through the station and as a consequence almost forget that the general post office exists. These superintendents must, to a certain extent, possess the qualifications of all the other supervisors.

It requires years of work in a post office and study of postal work before an employee is competent to become a supervisor. The youngest supervisor in this office has eight years of service to his credit and the oldest 21 years.

While the postmaster is the head of the organization in each office, the actual direction of the work devolves upon the assistant postmaster and the superintendent of mails, and the supervisors subordinate to them.

SPECIAL CLERKS—WHAT IS REQUIRED OF THEM AND THEIR OPPORTUNITIES FOR ADVANCEMENT.

The special clerk in a post office is an expert in some particular part of the work, such as distribution of the mails, register section, etc. He is the one who is looked upon to set the pace for the other clerks and who can be relied upon to give the best which is in him at all times.

The experts in the Postal Service, who are represented by the special clerks, are just as necessary as the expert in commercial enterprises, yet he is not recognized as is the latter in so far as salary increases are concerned. It is believed that this is due, to a certain extent, to the fact the postal expert is not possessed of a salable knowledge as is the expert in commercial lines; the latter can usually find a ready market for his knowledge if his employer does not see fit to properly recognize his ability, but your postal expert can not sell his knowledge to some other post office at a higher rate. We do not mean to insinuate that the Congress has not properly provided for the postal expert, because it is a known fact that he must be satisfied with what he is paid as he has no knowledge of commercial value, but are inclined to the belief that the value of this class of postal employees has never been properly impressed upon Congress. The postal expert is of much more value to the public at large than the expert in commercial enterprises, and this fact alone should place him in the same class as the latter, in so far as his percentage of salary over that of the ordinary employee is concerned.

We find upon investigation that the expert in commercial enterprises receives a considerably larger salary over that of the ordinary employee than the postal expert does. Take, for instance, stenographers; the expert can command a salary of from 20 to 50 or even 100 per cent over that paid the same class of workers of only ordinary ability, while the postal expert, who has just as much, if not more, to learn than an expert stenographer, can command less than 10 per cent more than the ordinary postal employee. There is always an opportunity for the expert in commercial enterprises to sell his knowledge at a rate commensurate with the work he is able to perform, but this is not true in the Postal Service.

It is manifestly unfair that an ordinary employee in the Postal Service can, under the present law, command a salary of within one or two hundred dollars per year of that paid the expert or special clerk. This, we believe, is due to a large extent to the existing efficiency regulations, which provide that the ordinary clerk shall be promoted automatically to the next higher grade if he has an efficiency rating of 70 per cent, but your postal expert is required to maintain an average of at least 90 per cent to secure the designation and salary of special clerk. Does it not stand to reason that if the special clerks are required to maintain a rating of 20 per cent more than the ordinary employee that they are assumed to perform at least 20 per cent more work, and should they not therefore receive at least 20 per cent more salary? No special clerk will object to a rule requiring him to maintain a rating at least 20 per cent higher than the ordinary employee, provided he is given at least 20 per cent more salary.

COMPARISONS BETWEEN THE SALARIES OF THE POSTAL EMPLOYEES IN THIS GROUP IN THE OKLAHOMA, OKLA., POST OFFICE AND THOSE PAID THOSE EMPLOYED IN SOMEWHAT SIMILAR CAPACITIES IN COMMERCIAL ENTERPRISES.

There is hardly a business with which the Postal Service can be compared, as that is a profession unto itself. About the nearest we can come to it is the railway, telephone, and telegraph organizations, but yet these are hardly fair comparisons as the employees in those enterprises are possessed of a knowledge having a commercial value. Statistics which are available to you in Washington and elsewhere will show how the salaries in these enterprises compare with those in the Postal Service.

Assistant postmaster at \$3,000 per year basic salary, compared with auditor at \$4,200 and bank cashier at \$4,500 per year, respectively.

Superintendent of mails at \$2,600 per year basic salary, compared with the manager Crown Petroleum Co., of Tulsa, Okla., at \$5,000 per year.

Assistant superintendent of mails at \$2,100 per year, including all bonus, compared with chief clerk, Crown Petroleum Co., Tulsa, Okla., at \$2,880 per year.

Assistant superintendent of mails at \$2,025 per year, including all bonus, compared with assistant manager Crew Levick Oil Co., at \$3,000 and assistant manager Magnolia Petroleum Co., at \$3,300 per year.

Assistant postal cashier at \$1,800 per year, including all bonus, compared with assistant bank cashier at \$2,400 and \$2,500 per year.

Money order cashier at \$1,925 per year, including all bonus, compared with cashier Rubber Co. at \$2,100 per year and assistant bank cashier at \$2,400.

Superintendent of stations (all in this office receive \$1,925 per year, including all bonus), compared with foreman auto company at \$2,700 per year; foreman distributing company at \$2,400 per year; secretary National Stock Yards at \$3,300 per year.

Foremen (all in this office receive \$1,925 per year, except one at \$1,800, including all bonus), compared with clerk Standard Oil Co. at \$2,400 per year; expert carpenter at an average of \$3,000 per year; expert auto mechanic at an average of \$2,500 per year.

Special clerks (all in this office receive \$1,750 per year, except two at \$1,650, who failed of promotion because their ratings were slightly less than 90 per cent, including all bonus), compared with the same as the foremen.

The above comparisons furnished by the employees themselves for the most part and are based on fact. In making these comparisons men of about the same educational qualifications and experience in their respective lines of work only, were considered. In the case of the assistant superintendents of mails and foremen, it was found that each of them had supervision over a considerably larger number of employees than those with whom they are compared in commercial enterprises.

FINANCIAL CONDITIONS OF THE EMPLOYEES IN THIS GROUP IN THE OKLAHOMA, OKLA., POST OFFICE.

The average savings of the supervisors in the group was 8.5 per cent in 1914 and that of the special clerks in the same year 4 per cent. It is therefore a self-evident fact that nothing was saved in 1918 and 1919 and these employees either lived more poorly or were compelled to draw on their savings, in fact, most of them were compelled to draw on their savings to "get by" at all and a number of them have stated that the savings of several years are gone.

The average number of persons dependent upon each of the supervisors is three and in the case of the special clerks, the same. Statistics which are available to you will show what is considered a reasonable amount upon which families of this size can live, according to American standards so there is no need to go into the matter in detail, suffice it to remind you that the postal employee has a certain position to maintain in his community, so there can be no reflection on the service, which the employee in a commercial enterprise has not. This is particularly true of the employees of this group.

OPPORTUNITIES WHICH THE EMPLOYEES IN THIS GROUP WOULD HAVE TO ADVANCE IN SOME COMMERCIAL ENTERPRISE, WITHIN FIVE YEARS, SHOULD THEY RESIGN FROM THE SERVICE.

The employees in this group in the Oklahoma, Okla., post office, would have reached an average age of 42 years within five years after leaving the service and any of them should be in line for promotion after they had been employed in some commercial enterprise for that length of time, but is it not more than likely that some younger man, who has grown up with the business would be given the preference over him? It stands to reason that almost any enterprise would rather promote a man who has many years of service left in him and knows the business than a middle-aged man who will in all probabilities last only a comparatively short time and is not so familiar with the business.

While it may be true that these employees would be too old to expect much advancement should they leave the service, this does not indicate that they are too old for the Postal Service with which they have been attached for years, but on the contrary they are really at their best. They have "grown up with the business" as it were, and are experts in the work.

The question might be raised, in this connection, why these employees did not take up some other line of work at the time they entered the Postal Service. In reply to this we would ask a question in return: How many young men of, say 20, know what ability they possess? We find that many of the male employees of the Oklahoma, Okla., post office, who entered the service at an early age would have quit when they discovered they were possessed of ability of which they were not aware when they entered the service, but could not as most of them had married, begun raising a family and were paying out on a home, hence they were tied up with obligations which would not permit of such action. Further, from 10 to 20 years ago when the employees in this group entered the service the salary compared favorably with

those in commercial enterprises, but the salary of the postal employee has not kept pace with the salaries paid employees in other lines of work nor with the American standard of living.

All the members of this group have served the Government, faithfully and well for the best years of their lives, so why should not the public be willing to pay them a wage commensurate with the valuable service which has been, and will continue to be rendered them. We find that the public does not care a continental whether or not the Post Office Department shows a profit; what they want is service, cost what it may, and most of them are anxious to see the men who have helped build up the efficiency of the service paid an adequate wage so they can afford to remain in the service and continue to give their best efforts toward its betterment.

As the public demands efficient service from the one department of the Government with which all classes come in constant contact, and from which many judge the entire administration of Government affairs, does it not naturally follow that they should be willing to pay for such service? It is a known fact that the people can not receive the service which they demand, and are willing to pay for, if the forces which render them this service are continually changing as in the past. The experienced men must be kept in the service if it is to be maintained at the highest standard of efficiency and the only way they can be kept is to give them a salary which will compare at least favorably with salaries paid commercial enterprises and permit them to live according to the recognized American standards and in keeping with their positions.

SUGGESTIONS FOR A PERMANENT READJUSTMENT OF SALARIES OF POSTAL EMPLOYEES
IN THE SUPERVISORY-SPECIAL CLERKS GROUP.

The postal employees in this group, and in other groups so far as that is concerned, will not be satisfied with a mere living wage unless a pension system is inaugurated which will insure them a living after they have become incapacitated. But we are confident that most of the employees would prefer a salary which would permit them to save for themselves as they will then be given an opportunity to enhance their savings by investments or, at least, by the sure 3 or 4 per cent paid by Government bonds or savings banks. Assuming that the maximum salary of the ordinary employee was fixed at, say \$1,800 per year, and this would permit him to save 20 per cent (which it will not, by any means, under present conditions), then he would have saved in round numbers \$10,000 after he has served in that grade for 30 years, this without having invested the money in any way, but as most of the employees would at least have had the benefit of the interest paid on savings accounts, the total would be sufficient to provide an income sufficient for the remainder of that employee's life and he would have had the satisfaction of having saved it by his own efforts.

The supervisors in this group in the Oklahoma, Okla., post office indorse the salary schedule adopted by the last national convention of the supervisory employees' organization, copies of which have been furnished you, as a basis for working out a permanent salary scale, and the special clerks in the same office indorse an increase which will provide them a salary of at least 20 per cent more than that which is decided upon as the maximum for ordinary clerks, to be graded in even hundreds of dollars, each fifty or more dollars to be considered as a hundred, until the maximum is reached and an additional hundred dollars increase for each five years they have served as special clerk after the maximum provided by the 20 per cent is reached.

In this connection it is not amiss to direct attention to the fact that the ordinary as well as special clerks can, by working overtime and taking overtime pay for Sunday and holiday work, secure a larger annual income than many of the supervisors who work many hours overtime, but for which they receive no credit. Take the Christmas holiday season just past; a number of the ordinary clerks in the Oklahoma, Okla., post office received more pay for the last half of December than one of the assistant superintendents of mails and all of the foremen, although the assistant superintendent worked from 10 to 12 hours each day and the foremen from 1 to 3 hours overtime each day for a period of about 10 days. A revision of the regulations should be made to provide that, at least, all employees who are required to register on the time recorder shall be paid for all overtime and have the same Sunday and holiday privileges as are now enjoyed by the special clerks, clerks, and carriers.

SUGGESTIONS FOR PROMOTING INTEREST IN THE SERVICE BY PROVIDING MORE
OPPORTUNITIES FOR ADVANCEMENT.

We feel that the question of promoting interest in the service by providing such opportunities for advancement will more than anything else quiet agitation for increases in salary which will recur from time to time.

Provisions should be made for advancing to the special clerk grade all clerks who have been in the service for a certain length of time and have come up to all of the requirements for such advancement. The number of special clerks should not be limited to advancing possibly 15 per cent who have reached the maximum grades provided for ordinary clerks each year, as there are many ordinary clerks who are just as proficient as the special clerks, but who are kept in the lower grade because of the limited number of them who are promoted to the special grade each year. In the Oklahoma, Okla., post office there are at least 15 ordinary clerks who are just as proficient as the special clerks; in fact, they perform just as much work, yet they can not hope for advancement to the special grade until more positions in that grade are allowed the office, and even then a number of them must wait possibly for several years before securing the coveted promotion because, everything being equal, the senior clerk is given preference. Why should not all clerks who have met the requirements for a special clerk be promoted to that grade? It is very depressing on the morale of the ordinary clerk to know that he is just as proficient as the special clerk but has comparatively remote hopes for advancement. By making such provisions for the ordinary clerks we naturally lead up to what should be done to advance the special clerk.

All things being equal, the special clerks should be given the preference when it comes to making promotions to the supervisory grades. This is not, however, always practicable, as a special clerk does not always possess the personal qualifications necessary in a supervisor, but in so far as possible they should always be given the preference. This, then, leads up to the advancement of the supervisors. When these are provided further opportunities for advancement it will naturally follow that the employees subordinate to them will automatically be given further opportunities.

To provide opportunities for the advancement of supervisors and improve the service, it has been suggested that the post-office organization be divided into districts, somewhat on the order of the railway-mail organization. A director promoted from the ranks to be at the head of each district and under him the superintendents (eliminate the title of postmaster) of the various post offices also to be drawn from the ranks. The various post-office superintendents would conduct the business of the various offices as directed by the district director and make all their reports and accountings to him. The director in turn conducts the business of his district as directed by the head of the entire organization at Washington and makes all reports and accountings for his entire district to that head. This system would reduce the organization at Washington and scatter it to the various districts. It is believed that an organization along these lines would be more easily handled than the present system and the cost would not be increased, but, on the contrary, it is believed that the expense would be less. By thus coordinating the service more as a whole (under present conditions each post office is, in so far as the employees are concerned, an organization unto itself) more opportunities would be provided for advancement and all of the higher positions would be filled by men who have been "through the mill" and the entire system could be placed under civil service.

In most commercial enterprises having a country-wide organization the employees are transferred from one branch to another, and this in most cases provides an increase in responsibility and salary, and ultimately places one of them at the head of the entire organization. Take, for instance, the railways; it is possible, and has occurred, for a section hand or some other minor employee to become one of the highest officials of the organization, and in many instances such employees have not the educational qualifications of a postal employee. Were the same opportunities for advancement given the postal employees it stands to reason that the very highest class of men would enter the service with the expectation of making it their life work.

The day is past when most men were satisfied with a steady position which would provide them a living. This is the age of ambitious men who will not be satisfied with the "rut." By encouraging this ambition and providing more opportunities for advancement the employees will all take a deeper interest in the service, which will lead to the highest pinnacle of efficiency. Is it not true that the large commercial enterprises are continually on the outlook for the ambitious, hustling men and hold out all sorts of opportunities as inducements for them to enter their employ? Under present conditions in the service a large per cent of the employees lose all ambition after they have reached the maximum salary for the ordinary employee in the office to which they are attached, and this just because they see only such very remote possibilities for further advancement. It naturally follows that the efficiency of the service is impaired, for while these employees do a fair day's work they are not as full of enthusiasm as they were when they entered the service and were advanced each year. When the promotions stop it is not human nature for the same interest to obtain as when there is something to look forward to.

We continually boast of our efficient Postal Service, and it is highly efficient, probably more so than any similar organization of any Government in the world, but could it not be made more efficient if the employees were all satisfied "boosters" who would talk so attractively of the service that there would not be enough positions for all who would desire to enter it? Are there not any number of commercial enterprises with organizations of hustling and ambitious men which are literally "swamped" with applications of persons who desire to enter their employ? Would there be so many applicants for positions with such concerns if they did not offer the very best of opportunities for advancement for the man who is really ambitious and willing to throw the very best that is in him into the work? Are there not a number of concerns who have more applicants for employment in any given period than the Postal Service. And there must be some good reason for this. If it is not the fact that they offer a better opportunity than the Postal Service, then what is the attraction?

Reorganize the service to provide every employee in it an opportunity to advance to the very highest position and we are confident that most of your salary troubles will be overcome, after such organization is perfected and salaries for the various positions commensurate with the responsibilities and in favorable comparison with commercial enterprises are provided. The result will be in fact the most efficient organization of the largest business in the world, which we can truthfully boast as such and with which anyone will be proud to be identified.

C. B. McCLELLAND, *Supervisor*,
JOHN L. GRAHAM, *Supervisor*,
C. O. COLE, *Special Clerk*,
JOHN F. KOVEMER, *Special Clerk*,
Committee.
ROBERT H. HANSEN, *Representative*.

The next speaker, Mr. D. F. Clawges, of Kansas City, Mo.

STATEMENT OF MR. D. F. CLAWGES, SUPERINTENDENT OF MAILS, KANSAS CITY, MO.

Mr. CLAWGES. Mr. Commissioner and gentlemen, I wish to say that I am authorized to represent the supervisory employees and special clerks of the Kansas City, Mo., post office. A brief is in course of preparation, and through the kindness of your secretary I am permitted to forward it to him by mail, therefore I will not have one to present at this time, but I am very confident that our brief will include all of the vital matters, and we are very hopeful that it will contain much that will be of interest to the commission.

I wish to speak first of the special clerks. There is a very prevalent impression that it is the intention to eliminate this designation from the post-office rolls. The employees whom I represent feel that this will be a very grievous mistake. I am very firm in that opinion myself. The special clerk is of necessity an expert in some particular line of the service, and in many instances he is an expert in many lines.

In our local service during the holiday rush we drew upon the special clerks extensively. Regardless of the fact that they are not regularly recognized as supervisors, we nevertheless drew upon that force very extensively for supervisory responsibilities, for the reason that we had in our service during the holiday period approximately 500 untrained, uncertified temporary employees.

I will digress a little right here to say that the 60-cent-an-hour rate secured for this year a perceptibly higher grade of temporary employees than we were able to obtain last year at 40 cents. This large army of entirely untrained men could best be brought into the service by being grouped under the direction of men who had had expert post-office training. There were not enough of those officially

designated as supervisors to spread out over all of the points, and therefore the service made use of the special clerks for the purpose of temporary supervisors, and I am here to testify for them that they did magnificent work.

I feel that the special clerk is the logical understudy of the supervisor. It is only reasonable to assume that the observant and careful postmaster will look into his group of special clerks with the idea of filling the vacancies that may occur in the supervisory line.

With regard to the supervisory employees of the Kansas City, Mo., office, I wish to say that we have a total of 57. Our office is transacting business now which shows receipts of \$5,462,000 in round numbers, or an increase of approximately \$1,000,000 since the middle of last year. The supervisors range from the assistant postmaster to the junior foreman. The salaries of those grades you are all familiar with. They are listed and scheduled in departmental literature, so that you have them before you.

The work done by these men is of a value that can not be estimated with respect to the exact showing in dollars and cents. I might illustrate generally by saying that in our local service we have developed a cooperative effort that has been developed entirely through the supervisory body of the office. Naturally it is under the direction of our postmaster, and it has his personal attention. It is physically impossible for him to be in the many places that can be reached by his supervisors. They all work in perfect harmony with him, and we are all intensely interested in every problem that we take up. He is very greatly interested in the matter of cooperative effort on the part of the public, and to that end he has among his supervisors men especially fitted for the purpose of calling upon the representatives of large concerns and pointing out to them how, by cooperation, they advance their own interest and increase the efficiency of the postal system. I might say that I think that right now through that effort we have available, at no cost to the department, floor space in privately owned premises right around you here in this congested business district which if paid for at the current rental rate would represent perhaps as much as the combined annual salaries of the supervisors in the Kansas City, Mo., office. And, furthermore, if the work performed within that district were thrown into our building it would not be possible to move it through those quarters with any regard to postal efficiency.

Those are just interesting items concerning the relation of supervisory to the actual vital daily development of the Postal Service.

I am the last speaker in the group, as I understand it, to appear for supervisory and special clerks. I am not confining myself to any special feature of the subject. There have been placed before you very interesting presentations of facts and figures with relation to the compensation of such employees, and they need no further amplification by me.

I would like to discuss some service features that have come to my mind as I have listened to the presentations made by others. Reference has been made to the efficiency system. I realize that the efficiency system will never rise above the men in whose hands it is placed, but I do want to say most emphatically, Mr. Commissioner, that at the Kansas City, Mo., office, we do have an efficiency system that has a foundation that will command your respect or the respect of any fair-minded man.

Now, it is entirely unreasonable to assume that in a force of employees approximating nearly 1,000 persons every one affected by the operation of that system will arise and say he indorses it when it adversely affects his personal relation to the service and to his daily affairs, but the doors of the office, the postmaster's office, and all other executive offices, are wide open in the Kansas City institution, and all of the employees have that nice relation to the office that they come in with what is on their minds, discuss it in a business-like and decent way, discuss it with the postmaster, where it should be discussed. The result of all of this is that out of an annual rating, covering the entire force, there will be less than a dozen appeals, and those appeals are made in the way that business men present things for further consideration. They are not made in the manner of persons who feel that they have been robbed, or that there is some ulterior motive, or that there is a disposition to operate this system to their disadvantage.

I do not believe if it was put to a vote in the Kansas City post office to-day that you would get many votes for the elimination of the efficiency system as it is operated in this office. We send out first for an expression of opinion from the supervisory right back to the man. We have that brought in, and it is added to other information. We maintain a definite record of each employee. The supervisory next in line are called in to review these, and they are carefully tabulated. The facts are then gone over by supervisors who personally know the employees. I heard it stated that a person made inquiry at his office as to who rated him, and he was unable to find anyone to accept the responsibility. I will say to him and to all others that in the Kansas City office you will not have to wait one second in finding out who assumes the responsibility for any rating under our efficiency system; and I believe the same thing can apply elsewhere.

Mr. Clawges subsequently filed the following brief:

BRIEF SUBMITTED BY MR. D. F. CLAWGES.

This brief is submitted to the Joint Commission on Postal Salaries by the assistant postmaster, supervisory employees, and special clerks of the Kansas City, Mo., post office, for consideration in connection with the commission's request for data and information respecting the readjustment and reclassification of salaries in the postal service.

ASSISTANT POSTMASTER AND SUPERVISORY EMPLOYEES.

The salaries of the assistant postmaster and the superintendent of mails, and the cashier, at this office, are based upon the classification act of 1889, while the other supervisory employees receive salaries based upon the Post Office appropriation act of 1914. These salaries were granted by Congress at a time when the present high cost of living could not have been foreseen; consequently Congress, in grading salaries, as provided for in these acts, could not anticipate the necessities of the future.

Since the passage of the classification act of 1889 the receipts at this office have increased from \$410,114.48 to \$5,462,132.43; and numerous activities have been added to the Postal Service, namely:

Rural Free Delivery.

Postal Savings.

Parcel Post—Ordinary.

Parcel Post—Insured and C. O. D.

War Savings Stamps.

Government-owned Motor Vehicle Service.

In this development the Postal Service has kept full pace with the progress of commerce and industry, except in the remuneration of its employees. When it is considered that the Postal Service is most vital to the commercial and social life of our

nation, that its correct operation is as important to the community as the circulation of blood to the human existence, and that this correct operation is largely dependent upon the personnel of the supervisory forces, the inadequacy of the salaries, as measured by commercial standards, must be apparent to even the unobservant.

When a man enters the Postal Service he takes his labor and mentality into a market where there is no competition. As the Government has a monopoly in the transportation of the mails, therefore those in the service have nothing to barter, and can not go into the market as an expert along his particular line, owing to the unusual character of the work, therefore he must look to but one employer for remuneration. While in commercial lines, if in his chosen vocation he has shown unusual efficiency or executive ability, there are always rival concerns bidding for his services.

To enable him to properly discharge his responsibilities, and be relieved of financial worries which tend to lower his efficiency, it is absolutely essential that he possess to a generous degree that contentment which can best be produced by satisfactory working conditions and adequate remuneration, which will contribute not merely to the essentials, but to the comforts of life, and permit some provision for the days when the mind and body have reached the ebb tide of life.

The economical administration of the Postal Service depends to a great degree upon the supervisors; and the men who can, from experience, successfully carry on the business of the Postal Service should be paid an amount such as would encourage those in the lower grades to equip themselves in order to be capable of performing the duties of the more responsible positions in order that efficient management and service may be maintained in every emergency.

SPECIAL CLERKS.

It is recommended that the grade of special clerk be retained, as in the performance of the service employees having years of experience and training in the technical knowledge required are essential to the proper conduct of its business, and are a valuable asset to the Postal Service. He is familiar with the technique of the service and the general scope of the Postal Laws and Regulations, classification, postage rates, and schemes of distribution, and is depended upon to perform service other than his particular line of work when the needs of the service so demand. From their ranks are recruited the supervisors; consequently, this appeal for reclassification applies equally well to the special clerk.

At present the maximum basic salary of a special clerk is but \$1,400 annually. In view of the fact that the expert in every line of endeavor receives more remuneration than does the ordinary employee, it is recommended that the special-clerk grade be retained with a salary greater than that of an ordinary clerk.

Adequate salaries make for the efficiency of the employee, and to keep the service abreast with the demands of the times in all respects it is imperative that salaries conform with present-day conditions. That postal salaries based upon conditions prevalent in 1889, or even in 1914, together with the war bonus, are inadequate is evidenced by the abnormal upward movement of the prices of commodities and the consequent reduction in the purchasing power of the dollar.

The Literary Digest reports that the result of an investigation just completed by the economists of the War Trade Board indicates that the cost of living has gone up 102 per cent in the United States during the four years 1914 to 1918. According to Bradstreets, the index number of wholesale commodity prices advanced 117 per cent from August 1, 1914, to November 1, 1918.

Prof. William Ogburn, of Columbia University, testifying for the stockyards employees before Federal Judge Alshuler, in Chicago, on September 15, 1919, declared that after careful investigation he finds that since before the war the cost of living has advanced 73 per cent. From June 1, 1918, to the latter part of August, 1919, the cost of living increased 9 per cent.

Referring to Dunn's Commodity Index number it will be noted that, basing comparisons on the general average of values, the value of a dollar stood very close to 100 cents in 1914, while in 1918 it had decreased to 53 cents.

As a result of a careful investigation we submit the following estimate of the prevailing cost of living expenses for a family of four, in what may be termed the "middle class" of society, being neither rich nor poor.

It is believed the supervisory officials and special clerks of the Kansas City post office should be placed in this class; in this estimate no allowance has been made for a college or university education of any member of the family.

Item.	Monthly.	Annual.
Rent.....	\$50	\$600
Table.....	75	900
Heat.....	10	120
Clothing.....	40	480
Gas.....	2	24
Light.....	3	36
Water.....	2	24
Telephone.....	3	36
Insurance.....	10	120
Laundry.....	15	180
Doctor and dentist service.....	10	120
Railroad and street-car fare.....	10	120
Church and other benevolences.....	10	120
Recreation and other incidentals.....	5	60
Total.....	255	3,060

The main reason that prompts our appeal for reclassification is this abnormal increase in prices of essential commodities and the reduction in the purchasing power of money. The joint committee on postal salaries is so well informed on this subject that we deem it unnecessary to offer further comparisons or details concerning these matters. Statistics collected by the Department of Labor and various other bureaus to which this committee has access will amplify the necessity for immediate remedial action looking to the establishment of an equitable relation between salaries and the cost of living.

It will be remembered that although Congress in 1918 made provisions for numerous increases in the grades above \$1,300, no promotions were made in those grades at this office, due to the flat and percentage increases given as a war measure.

During the fiscal year ending June 30, 1918, and June 30, 1919, Congress granted extra compensation to postal employees as a war bonus. At this point it is suggested that if Congress feels that postal employees are entitled to higher remuneration, it should be given to them in salaries, not bonuses. The Government should be the model employer, and not follow the lead of industrial concerns, some of which at present have two classes of salaries, one a basic the other a bonus to be cut off at any time.

The salaries attached to supervisory positions in various post offices of approximately the same size and importance, are not identical, and no definite standard prevails in promotions to supervisory grades. Promotions to supervisory positions are made from the clerk-carrier grades, but very frequently the salary attached to the position to which promotion is made is withheld for an indefinite period. This is not in keeping with the spirit of justice, and it is hoped that this commission will rectify this injustice.

The following tabulation indicates annual salaries paid by banks and representative commercial institutions in this city where educational requirements and executive ability are on an equal basis with those required in the Postal Service.

Banks.—Officials, \$3,600 and up; assistants to officials, \$1,800 to \$2,400, bonus, vacation and sick leave with pay; tellers, \$1,800 to \$2,400, bonus, vacation and sick leave with pay.

Wholesale cracker and candies.—Department managers, \$3,000 to \$3,600, bonus, vacation and sick leave with pay; foreman, \$1,700 to \$3,000, bonus, vacation and sick leave with pay.

Wholesale farm implements.—Supervisors, \$1,700 to \$2,800, vacation and sick leave with pay.

Soap manufactures.—Superintendent, \$5,500; 25 foremen, \$2,800 to \$2,860, vacation and sick leave with pay.

Branch auto agencies.—Sales managers, \$3,600; second-hand department managers, \$3,000; bookkeeper and cashier, \$2,400; service manager, \$2,400.

Standard Oil Co.—Kansas City manager, \$7,000, vacation and sick leave with pay; chief clerk, \$4,200, pension; secretary, \$2,400, pension; local agents, \$2,100, pension; superintendent Armourdale, \$2,400, pension.

Letters are on file with the commission from representative business firms in this city containing list of increases and salaries now being paid.

The following represents the scale of wages paid per hour to the members of the trade unions in this city:

Trade.	Rate of pay per hour.	Number of hours.
Bricklayers.....	\$1.00	"
Plumbers.....	1.00	"
Steam fitters.....	1.00	"
Plasterers.....	1.00	"
Electricians.....	.85	"
Painters.....	.87½	"
Building and common laborers.....	.57½	"
Steam engineers.....	.75	"
Stationary firemen.....	.60	"
Carpenters.....	.65	"
Tailors.....	1 36.00	"
Newspaper printers.....	1 37.50	"
Do.....	1 32.00	"
Art-glass workers.....	.70	"
Sheet-metal workers.....	.85	"
Bakers.....	1 28.00	"
Grain handlers in elevators.....	.60	"

1 Per week, minimum. 2 Per week, day work. 3 Per week, night work.

Samuel O. Dunn, editor of the Railway Age, declares that the compensation of railway employees has been increased \$1,000,000,000 under Government operation that the percentage of increase in the 10-year period—1907 to 1917—was 62 per cent. and that if they should receive the advance they are now asking their annual wages would become 100 per cent more than in 1917.

It is reliably stated in the daily press that the average daily pay of the employees of the United States Steel Corporation, including the administrative and selling force, is \$6.23, according to a recent report. This is an increase of 116 per cent since 1914

There is no question but that the salaried class, whose income is practically stationary, are the hardest hit by the prevailing conditions. This class has received the least increase in pay with which to meet the greatly increased prices of living. The salaried man does not strike. When he deals with his employer in the matter of salary it is as man to man. He is the very backbone of business and should be put in the position to keep his head well above the rising tide of costs, lest he should throw his individuality into the maw of unionism and become a cog in the gigantic machine which kills the natural incentive to excel in his particular line of endeavor. There is a rising unrest and discontent in the Postal Service, owing to the disproportion between salaries and wages.

The failure to receive further increase has caused many employees to augment their salaries by outside employment during the leisure hours which should have been employed in improving the mind and in healthful recreation, which makes for helpful, constructive citizenship and capable, efficient employees.

In the nature of things, salaries are less variable than prices, and in an upward movement are thus slower in starting. The prices of commodities are continually changing, weekly, daily, and hourly. Salaries in the Postal Service change yearly if at all, consequently do not keep pace with the upward trend of the price of the necessities of life. Therefore any increase in the salaries of postal employees at this time should be adequate to provide for future increases in the prices of the essentials and comforts of life.

In the final analysis the service rendered the public by the Postal Service depends upon its personnel; and to retain competent, experienced employees, and induce first-class men to enter the service legislation must be enacted to make the service more attractive to intelligent, capable men.

The reconstruction period is upon us, and it is reasonable to expect that the Postal Service will be included in that program, it having been demonstrated during the war that the fidelity and capacity of the postal employees was not wanting in the time of national stress.

Below are the basic salaries, roster title, and length of service of the 57 supervisory officials and 66 special clerks employed at the Kansas City (Mo.) post office.

Grade, \$1,400: Sixty-six special clerks. Length of service, from 9 to 37 years. Average length of service, 16 years 3 months.

Grade \$1,600: Twenty-two foremen, 12 superintendents of stations, 1 chief stamp clerk, 1 bookkeeper, 2 finance clerks. Total, 38. Length of service, 9 to 35 years. Average length of service, 19 years.

Grade \$1,700: One assistant superintendent of mails, 1 assistant money-order cashier, 2 superintendents of stations, 1 finance clerk. Total, 5. Length of service, from 12 to 44 years. Average length of service, 25 years 3 months.

Grade \$1,800: Two assistant superintendents of mails. Length of service, 18 to 19 years.

Grade \$2,000: One superintendent of stations, 1 station examiner, 1 bookkeeper, 1 finance clerk. Total, 4. Length of service, 19 to 30 years. Average length of service, 20 years 3 months.

Grade \$2,400: Two assistant superintendents of mails, 1 money-order cashier. Total, 3. Length of service, 20 to 30 years. Average length of service, 25 years.

Grade \$2,500: One assistant superintendent of mails. Length of service, 19 years.

Grade \$2,600: One postal cashier. Length of service, 17 years.

Grade \$3,000: One assistant postmaster, 1 superintendent of mails. Total, 2. Length of service, 29 to 32 years. Average length of service, 30 years 6 months.

In conclusion it is recommended that the annual salaries of supervisory employees and special clerks be based upon the gross annual receipts of the preceding year, and that these classes of employees in the Kansas City, (Mo.) post office receive salaries as indicated below:

Superintendent of mails.....	\$5, 600
Assistant superintendent of mails.....	4, 600
Do.....	4, 400
Do.....	4, 100
Do.....	3, 800
Do.....	3, 400
Do.....	3, 000
Foremen.....	\$2, 500-3, 000
Special clerks.....	2, 300-2, 400
Superintendent motor vehicle service.....	4, 200
Chief mechanic.....	3, 200
Record clerk.....	2, 500
Chauffeur in charge.....	2, 000
Assistant postmaster.....	5, 600
Money-order cashier.....	5, 400
Assistant money-order cashier.....	4, 600
Assistant postal cashier.....	5, 400
Station examiner.....	3, 000
Finance clerks.....	3, 000
Chief stamp clerk.....	3, 200
Bookkeeper.....	3, 800
Assistant bookkeeper.....	2, 500

The salaries of station superintendents to be computed upon the annual receipts and number of employees after the following plan.

CREDITS.

When the receipts of a carrier station do not exceed \$5,000 per annum, the station shall have a credit of 3 points. When the receipts of a carrier station exceed \$5,000 per annum, the station shall have a credit of 3 points and one point for each additional \$5,000, also one point for every three employees.

Superintendents compensation.

1 to 10 points.....	\$2, 500
11 to 35 points.....	2, 700
36 to 60 points.....	2, 800
61 to 80 points.....	3, 000
81 to 130 points.....	3, 200
131 to 300 points.....	3, 400
301 and over points.....	3, 500

This brief has been carefully considered and prepared by the supervisors and special clerks of the Kansas City (Mo.) post office, and represents their views as to an equitable salary reclassification.

Respectfully submitted.

D. F. CLAWGES,
Chairman.

CHAS. LYNN,
W. N. COLLINS,
JOHN S. BARTON,
T. A. MCDEARMON,
W. J. WONDERS,
C. L. ELLIS,
J. R. RAMEY,
Committee.

BRIEF SUBMITTED BY MR. A. B. FOSTER, ASSISTANT POSTMASTER, LOS ANGELES, CALIF.

As the designated representative of the supervisory employees of the first and second class post offices in Southern California, I desire to submit the following brief in regards to the needs for an increase of salary for these employees. No doubt; the commission will be burdened with a mass of evidence showing that increases in salary are necessary in all grades of postal work because of the enormous increase in the cost of living in the last few years, so I will not enter into a lengthy discussion of this matter but will base my argument on the needs of efficient men in the Postal Service.

While living expenses are perhaps less in our part of the country than in the East the needs for adequate compensation for the men on whom the efficiency of the Postal Service depends is apparent here as elsewhere.

One of the most vital needs of any business is the efficient supervision of its employees and the Postal Service is no exception to this rule. If the Postal Service is to keep pace with the times we must have competent men for this work and the only way to insure this is to make the salaries attractive to men of the proper caliber. We need good men in all branches of the service but most particularly in the supervisory positions.

The supervisory employees are the men who are directly responsible for the proper conduct of the Postal Service; upon them rests the great responsibility for the expeditious and safe handling of the mails. They should be men well posted in all lines of postal work, energetic, and possess executive ability. These important positions should be filled from the ranks, but at the present rate of deterioration in the quality of eligibles on the civil service registers it will not be long before they will have to be filled without regard to civil service rules.

Whether we think the present salaries are too high or too low means nothing. The fact remains that we are unable to keep in, or secure for the service, competent men under present conditions.

It is my belief that in order that a supervisor may be properly respected by those he directs, that he should receive a salary of at least \$200 a year more than the maximum paid the regular employees. There have been many instances in the past and there are some cases yet, where with overtime clerks and carriers are making more money than those in charge of the work. This is not fair to the supervisor and tends to weaken the morale of the office.

We do not take the position that as a class we have been discriminated against, but we feel that we have been neglected or forgotten and that our case has never been adequately presented to the Congress. We do now, however, believe that the commission will see the justice of our plea, recommend some relief and place the salaries of this class of employees where they should be.

The commission will doubtless receive many briefs from employees wherein the officials and supervisory force will be criticised for their manner or method of supervision, but I do not think that these should be taken seriously, for in the majority of offices there exists a spirit of unrest largely without foundation, brought about by the activities of labor agitators.

Viewing the situation from a purely service standpoint, it is imperative that the salaries of the supervisory employees be increased at least 25 per cent without delay in order to properly maintain the service.

The supervisory employees in the second-class post office particularly need relief. Their salaries in all cases inadequate, besides in few instances do they have the facilities with which to work that the first-class offices have. I believe that the standpoint scheme of distribution which they are compelled to learn and seldom use should be eliminated except in special cases. The supervisory employees in second-class offices should receive pay for overtime but I do not favor pay or compensatory time for overtime for supervisory employees in first-class offices.

I am not unmindful of the fact that all grades of postal employees are underpaid for the importance of the work they perform, and with this in mind I attach hereto a copy of "A proposed system for fixing salaries of Government employees" which was worked out by the employees of the Los Angeles post office. It will be seen at a glance that this takes care of all supervisors, clerks, and carriers. It must be understood that figures given are what we believe would be adequate, but it is for the commission to decide what they consider to be proper.

I might say in passing that one of the largest department stores in Los Angeles last week adopted this system practically as outlined by us.

We believe that by the adoption of the following suggestions much of the unrest which now exists in post offices would be eliminated, as it would improve conditions very materially.

Thirty days' annual leave for all postal employees.

Fifteen days' annual sick leave for all postal employees.

Less overtime and night work.

More pay for night work. Forty-five minutes to constitute an hour between 7 p. m. and 6 a. m., or 15 minutes overtime for each hour put in during the above-stated hours.

Guarantee substitutes at least \$1,000 a year. Increase pay to 60 cents per hour.

Make automatic promotions of \$100 each, every 6 months, until maximum salary is reached.

Government to bond its employees without expense to them.

Grant pensions to all employees; expense to be borne by Government.

As the increase suggested would add many millions of dollars annually to the cost of operating the Postal Service the natural question is how could we raise this money? It would seem that the most simple way would be to increase the letter postage rate to 3 cents, postal cards 2 cents, require newspapers and magazines to pay the actual cost of transporting their publications and to "boost" the parcel post business. If there were any complaints about the increase in postage rates it could be justified on the grounds of increase in the cost of operating the mail service.

In presenting this brief we hope to convey to you in a few words the conditions in the Postal Service as we see them and to try to impress upon you the urgent necessity for increasing the salaries of supervisory employees in first and second class post offices.

A PROPOSED SYSTEM FOR FIXING SALARIES OF GOVERNMENT EMPLOYEES.

We beg to submit herewith a proposition or outline of a system whereby salaries of employees, either in the Government service or in the industrial world, may be fixed on an equitable basis and at the same time forever do away with the proposition of salary increases or decreases; also establish a system whereby any employee may know when he accepts a position just what he will receive in the way of salary in future years if he maintains reasonable efficiency in his occupation.

It is not necessary to go into the merits of the system, for the benefits to be derived are apparent.

Added compensation for years of service in any branch of the Government would be an incentive to greater effort and in itself bespeaks appreciation for services rendered.

It is for the commission to decide what is a reasonable entrance salary, a reasonable annual automatic promotion. It is for the commission to designate and fix reasonably graded compensation for all supervisory positions.

In order to make this proposition plain we will take for example a post-office clerk of the \$1,200 grade and see how his salary would increase during 30 years' service.

EXAMPLE.

Year.	1.	\$1,200.	Entrance salary.	
	2.	120.	Automatic promotion, if sufficient rating.	
		1,320.	2d year salary.	
	3.	120.	Automatic promotion, if sufficient rating.	
		1,440.	3d year salary.	
	4.	120.	Automatic promotion, if sufficient rating.	
		1,560.	4th year salary.	
	5.	120.	Automatic promotion, if sufficient rating.	
		1,680.	5th year salary.	
	6.	120.	Automatic promotion, if sufficient rating.	
		1,800.	6th year salary.	
	7.	1,800.	7th year salary.	To continue until 10 years are completed, after which add \$1 to the monthly salary for each year served, making \$10 additional per month, or \$120 for the year.
	8.	1,800.	8th year salary.	
	9.	1,800.	9th year salary.	
	10.	1,800.	10th year salary.	
		\$120.		
	11.	1,920.	11th year salary.	To continue until 15 years are completed, after which add \$1 to the monthly salary for additional 5 years served, from the 11th to the 15th year, inclusive. This would be \$5 per month or \$60 for the year.
	12.	1,920.	12th year salary.	
	13.	1,920.	13th year salary.	
	14.	1,920.	14th year salary.	
	15.	1,920.	15th year salary.	

	\$60.		
Year. 16.	\$1, 980.	16th year salary.	To continue until 20 years are completed, then
17.	1, 980.	17th year salary.	add \$1 per month for additional 5 years
18.	1, 980.	18th year salary.	served, from the 16th to 20th year, inclusive
19.	1, 980.	19th year salary.	This would be \$5 per month or \$60 for the
20.	1, 980.	20th year salary.	year.
	\$60.		
21.	2, 040.	21st year salary.	To continue until 25 years are completed, then
22.	2, 040.	22d year salary.	add \$1 per month for additional 5 years
23.	2, 040.	23d year salary.	served, from the 21st year to the 25th year,
24.	2, 040.	24th year salary.	inclusive. This would be \$5 per month or
25.	2, 040.	25th year salary.	\$60 for the year.
	\$60.		
26.	2, 100.	26th year salary.	Highest grade for ordinary clerk reached after
27.	2, 100.	27th year salary.	25 years' full service. This to continue until
28.	2, 100.	28th year salary.	retirement or otherwise out of the service.
29.	2, 100.	29th year salary.	
30.	2, 100.	30th year salary.	

HIGHER GRADES.

The following is a schedule of salaries for the higher grade employees in a post office where the postmaster's salary is \$6,000 a year. These figures are based on normal conditions and not to meet the unusual conditions that prevail at the present time. A bonus of 15 per cent should be paid to relieve present conditions.

The employees of the grades above that of regular clerk or carrier should receive at least \$100 a year or 6 $\frac{2}{3}$ per cent in excess of that paid regular clerks or carriers, and all salaries of supervisory employees and special clerks should be based on a per cent of the postmaster's salary. These employees should be arranged in four classes, of six grades each, as follows:

First class: Assistant postmasters and superintendents of mails, \$3,900 to \$4,500 or not less than 63 per cent to 75 per cent of postmaster's salary.

Second class: Cashiers, auditors, assistant superintendents of mails, etc., \$3,300 to \$3,900, or not less than 55 per cent to 63 per cent of postmaster's salary.

Third class: Superintendents of stations, assistant cashiers, assistant auditors, chief stamp clerks, examiners of stations, etc., \$2,700 to \$3,300, or not less than 45 per cent to 55 per cent of postmaster's salary.

Fourth class: Foremen, finance clerks, assistant station superintendents, book-keepers, special clerks, etc., \$2,100 to \$2,700, or not less than 35 per cent to 49 per cent of postmaster's salary.

Regular clerks and carriers: \$1,500 to \$2,100, or not less than 25 per cent to 35 per cent of postmaster's salary.

Service benefits, as in example for clerks, to apply in all cases of like length of service for the higher grades.

The position of the higher grades to be definite; that is, an employee promoted to a position should be rostered as such and receive the compensation fixed for that position. Example: If a clerk was, for ability, promoted to a special clerk in his fourth year of service, he would receive \$2,100 as such but would not receive service benefits until after 10 years had been served. He loses the automatic promotion, inasmuch as he receives it when promoted to \$2,100.

RETIREMENT.

Retirement is something for which a Government employee will never cease to hope.

Heretofore all proposed retirements have been principally based on age, the reward for such retirement to be an average of salary for years back; a percentage of such average, not to exceed a certain amount; the employee to contribute so much during his days of active service and various other provisions, involving many and varied computations, resulting, perhaps, in different amounts for many employees.

These many and varied provisions of ascertaining the amount of a pension might be avoided by assuming as a basis a certain amount for each year of completed service, the basic amount allowed for each year to be multiplied by the number of years of service, and this to be the monthly pension rate.

As an example, if an employee has completed 31 years of Government service, and his retirement allowance would be \$1 for each year of completed service, then it becomes a simple proposition that his monthly pension will amount to \$31. In the case of higher grades, the amount allowed for each year of completed service may be varied, as \$1, \$2, \$3, \$4, etc. The deciding of what should be the basic figure in each instance is to be left to the commission.

It seems that no matter what figures are assumed as the basis, the plan will carry through with equality to all and will eliminate many causes for jealousy and dissatisfaction.

Permit retirement after a designated number of years of service and compel it after a definite fixed age has been reached.

SUGGESTIONS FOR IMPROVEMENT OF CONDITIONS IN THE SERVICE.

Thirty days' annual leave for all postal employees.

Fifteen days' annual sick leave for all postal employees.

Less overtime and night work by increasing the force.

More pay for night work. Forty-five minutes to constitute an hour from 7 p. m. to 6 a. m., or 15 minutes' overtime for each hour put in during the above-stated hours.

Guarantee substitutes at least \$1,000 a year. Increase pay to 60 cents an hour.

Make automatic promotions of \$100 each every six months until maximum salary is reached.

Government to bond its employees without expense to them.

Grant pensions to all employees; expense to be borne by the Government.

No compensatory time or pay for overtime for supervisory employees, but in lieu postmasters should be allowed to excuse them from duty when and for any part of a day it can be done without detriment to the service.

All other things being equal, seniority should govern in making promotions.

Respectfully submitted.

EMPLOYEES OF THE LOS ANGELES (CALIF.) POST OFFICE.

BRIEF SUBMITTED BY THE POSTMASTER W. O. RIGBY, AND THE SUPERVISORS OF THE TOPEKA (KANS.) POST OFFICE.

In anticipation of meeting you in session at Kansas City in November, 1919, the supervisors of the Topeka (Kans.) post office prepared a brief based on the business transacted during the calendar year 1918 for your consideration, and herewith have the honor to submit it. Data covering the business transacted in 1919 was not at hand at the time of compiling this brief, but at the close of the year it is found that there has been an increase of approximately 40 per cent in the transactions and business of the local office in 1919 over 1918.

Your special attention is invited to the inequality of the laws that base employees' salaries on local receipts alone, and it is suggested that if the local receipts of an office form an adequate basis for fixing salaries then an equal percentage should be used in fixing additional compensation to postmasters and supervisors who are responsible for the correct handling and accounting of the enormous departmental business required of State depository and rural paying post offices. This inequality is manifestly shown in the fact that a post office in Kansas where the gross annual receipts last year fixed the postmaster's salary at \$5,000 presented responsibility for its postmaster and supervisors of only \$500,000, while the local receipts at Topeka, being less than \$500,000, fixed the salary of the postmaster at \$4,000, regardless of the fact that the gross financial transactions aggregated approximately \$24,000,000. The inconsistency of basic salaries in comparison to the amount of work done and responsibilities assumed is more apparent when the above example is seriously considered with a view to noting that the post office whose heads receive the lower salaries have 5,000 per cent more responsibility thrown upon them. After eliminating the war-savings transactions altogether it will be noticed that the postmaster receiving \$4,000 is, with his supervisors, assuming 1,200 per cent more work and responsibility than the postmaster whose salary is \$5,000.

There is only one depository and rural paying office in each State, but the business transacted at these offices and the requirements made of them by the department and the other offices in the State classify it as a branch of the Post Office Department. In these offices the financial data of the entire State is compiled, segregated by offices, and condensed lucid reports made to the department. The outside offices, after closing their local business monthly and quarterly, are at liberty to send illegible reports, inadequate amounts in remittances, erroneously executed pay vouchers, and incomprehensible letters to the State depository, relying on the depository to straighten them out and make the report of their transactions tangible to the department. And if the depository fails to do so it is held morally and financially responsible.

We of the Topeka office are firmly of the opinion that post-office supervisors should have classified salaries based on a percentage of the receipts of the local office and that supervisors at State depository and rural paying offices should have additional compensation based on a liberal percentage of financial responsibilities resulting from their designations, and by supervisors we mean to include postmasters. We consider

the present law basing the salaries of supervisors on a percentage of the postmaster's salaries as inadequate and unjust; but we agree that a 50 per cent increase in the percentages now in effect would be more in harmony with the ability required of the men whose salaries are so based.

Since the accompanying brief was compiled, the second-class mail handled at this office has increased in volume nearly 60 per cent, owing to changes in frequency of issue and increase in circulation of a number of the large publications. In one instance alone the circulation was increased from 800,000 to 1,000,000 in one month, and the publication was changed from a monthly to a semimonthly. This is an important item for consideration in connection with the brief.

It is essential to remember that when additions to the working force of post offices are needed the extra employees can not be chosen for their fitness and knowledge of the business as in the case of commercial houses, who prefer to hire employees who have had experience in their line of business. Such persons report to a commercial house, knowing the value of their services, and the house pays them a compensation justified by their knowledge and ability. Extra post-office employees must be chosen from a list of educated people whose most intimate knowledge of post-office affairs has been their patronage of the stamp, money-order, or registry department, and so it is necessary for supervisors to be qualified to so arrange their own work that they can give personal attention to the training of the new ones. The intelligence, diplomacy, firmness, alertness, and decisiveness of men have made them leaders and directors, and these qualities are of more importance in post-office affairs than any other branch of business, Government or commercial, because the post office and its mail are one of the most intimate connections of the human family and delays in operation can not be tolerated. The men who have qualifications necessary for post-office supervisors should be paid liberally for their services.

Respectfully submitted.

W. O. Rigby, postmaster; Wm. A. Tinker, postal cashier; J. J. Fritz, assistant superintendent of mails; W. S. Gentry, superintendent classified stations; J. K. McCoy, foreman night mails; R. C. Caldwell, assistant postmaster; C. E. Pyle, money-order cashier; W. P. Root, foreman mails; R. M. Hunter, foreman carriers; LeRoy Powell, superintendent mails; H. R. Blanchard, assistant superintendent mails; Geo. P. Fiederling, foreman registry division; A. E. Robinson, for bookkeeping section.

Post office of the first class, Federal Building; operating under the two-division plan; central accounting office for Shawnee County; State depository for postal, war-savings, and war-revenue funds; paying office for all rural service in Kansas; mailing office for some of the largest publications in the West.

	Per cent.
Increase in first-class letters and cards dispatched in 1 year.....	15
Increase in insured parcel-post mail dispatched in 4 years.....	437
Increase in c. o. d. parcel-post mail dispatched in 4 years.....	545
Increase in registered mail dispatched in 4 years.....	94
Increase in money-order business in 5 years.....	24
Increase in local postal receipts in 5 years.....	47
Increase in postmaster's salary in 5 years.....	5
Increase in postmaster's bond in 5 years.....	50

Title.	Name.	Salary, including bonus.	Length of service.	In supervisory position.	In present position.
			Years.	Years.	Years.
Postmaster.....	W. O. Rigby.....	\$4,000	8	8	8
Assistant postmaster.....	Robt. C. Caldwell.....	2,200	15	11	3
Postal cashier.....	Wm. A. Tinker.....	1,800	25	21	3
Money-order cashier.....	Chas. E. Pyle.....	1,800	12	10	3
Superintendent of mails.....	LeRoy Powell.....	2,000	30	24	7
Assistant superintendent of mails....	Julius J. Fritz.....	1,800	14	12	5
Do.....	Harry R. Blanchard....	1,800	20	5	5
Foreman of mails (day).....	Wm. P. Root.....	1,800	13	9	3
Foreman of mails (night).....	John K. McCoy.....	1,800	13	4	3
Foreman of registers.....	Geo. P. Fiederling.....	1,800	14	1	1
Foreman of carriers.....	Robt. M. Hunter.....	1,800	16	3	3
Superintendent of classified stations.	Wilson S. Gentry.....	1,800	9	4	4
Bookkeeper.....	Alpha E. Robinson.....	1,600	20	16	1

(Under a recent ruling of the Post Office Department, bookkeepers are not classified as supervisory officers, and under the title of "Accounts" in this letter we will show that the duties of this officer are those of a supervisory auditor.)

EXECUTIVE.

Postmaster, William O. Rigby; age, 47; salary, \$4,000; bond, \$150,000.

Is in personal and active touch with the work of 120 employees. Is the source of final decision on all matters pertaining to the government of the local office and personally supervises the discipline of the force. Meets the public and gives personal attention to all complaints. Attends personally to all correspondence both incoming and outgoing. Instructs his supervisory officers in his policy of management and invites personal interviews with employees whose grievances or conduct require personal attention. Is the active custodian (without pay) of a three-story Federal building and will have supervision in that capacity of a \$90,000 Federal building to be erected for North Topeka station. Assisted by the assistant postmaster, he checks the finance divisions of the main office and all accounts of the nine stations, and, assisted by the superintendent of mails, he personally inspects 10 rural routes every quarter, talks with the patrons, and invites suggestions for improved service. Is well informed on Postal Laws and Regulations and keeps posted on all amendments and regulations. Attends public meetings and frequently makes addresses on the subject of postal affairs.

Assistant postmaster, Robert C. Caldwell; age, 47; salary, \$2,000; bonus, \$200; bond, \$10,000:

Is superintendent of finance. Gives personal attention to and assists the bookkeeper in checking and reviewing accounts of postal and money order cashiers. Estimates and makes requisitions for monthly deficiency in funds. Reviews and initials all financial reports and signs 1,800 regular and all substitute rural pay checks monthly. Is the source of final decision on matters pertaining to postal money order, postal savings, war savings and revenue finances, and rural carrier pay that do not require the postmaster's individual attention, and frequently assists postmasters in Kansas to straighten out tangled accounts. Personally audits the accounts of 12 district postmasters and supplies their stamp demands. Personally makes requisitions, receives, and distributes nonaccountable stock for local office. Assisted by the postmaster, he checks the finance divisions of the main office and the conduct of nine substations. On the postmaster's authorization or at his dictation he consults with the superintendent of mails regarding discipline, conduct, and regulations governing the office force, dictates correspondence, and advises supervisors on questions of management. Assumes the duties and responsibilities of the postmaster in his absence. Is jointly responsible with the bookkeeper for defalcations and false accounts. (Postal Laws and Regulations.)

Superintendent of mails, LeRoy Powell; salary, \$1,800; bonus, \$200; bond, \$2,000:

Is in full charge of the receipt, delivery, and dispatch of mails. Is the source of final decision on all matters pertaining to the mails that do not require the individual attention of the postmaster. Superintends the schedules and discipline of mailing clerks and carriers in the main office and nine stations. Inspects rural and city routes and superintends changes in established routes and the installation of new ones. Directs his assistants in the management of affairs on the working floor and, on the postmaster's authorization or at his dictation, consults with the assistant postmaster regarding the discipline, conduct, and regulations governing the office force. Prepares statistics of the mails division for use of the postmaster and department and personally reports the services of mail contractors and street car company in the transportation of mails. Verifies the monthly trip reports of 10 rural carriers. Supervises the corrections and changes affecting the city directory. Personally checks up the condition and equipment of the lock-box section and number of boxes rented. Reviews the work of distributors and frequently checks them up individually by examining mail in cases. Is proficient in Postal Laws and Regulations and active in the interests of postal affairs and frequently addresses clubs and public gatherings on the subject of mails. Performs detail work in the mails in emergency cases and serves on a flexible schedule.

Receipts and disbursements by postal cashier, salary \$1,600, bonus \$200, during the calendar year 1918.

Receipts:

Local office—

Stamped stock on hand Jan. 1, 1918.....	\$215, 957. 36
Stamped stock received during year.....	589, 880. 00
Total to account for.....	805, 837. 36
Balance accounted for Dec. 31 (see disbursements).....	333, 903. 56
Stamped paper sold.....	471, 933. 80

Receipts—Continued,

Local office—Continued.

Second-class postage collected.....	\$108,931.05
Third-class postage collected.....	5,115.29
Box rents collected.....	1,461.30
Miscellaneous (excess and waste paper).....	130.12

Total receipts of local office..... \$587,571.56

Departmental—

Surplus postal funds from postmasters in Kansas.....	2,744,266.88
Deficiency warrants from department.....	2,658,000.00
Cash sales of postal stock to district offices.....	5,621.06

Normal annual postal receipts..... 5,407,887.94

Extraordinary—

Thrifts cards exchanged for war-savings stamps received in postal remittances.....	728,536.00
Remittances of war-savings funds from all postmasters in Kansas.....	14,713,846.67
War-savings stamps sold to money-order cashier.....	677,258.52
Remittances of war-revenue funds from all postmasters in Kansas.....	242,968.98
Local sales of war-revenue stamps.....	21,008.52

16,383,618.69

Total funds for which postal cashier is accountable..... 22,379,078.19

Disbursements:

Postal stock transferred to postmasters in Kansas..	5,175.20
District postmasters for cash and net credits.....	11,686.56
Damaged and redeemed.....	1,025.52
Balance on hand Dec. 31.....	316,016.28

To account for Dec. 31..... 333,903.56

Local office pay rolls..... 155,068.69

Miscellaneous (rent of station, telephone, clock, drayage, etc.)..... 1,740.17

Total office expense..... 156,808.86

Departmental—

Department settlement drafts paid.....	308.49
Postal funds transferred to money-order account.....	1,000.00
Cash furnished district postmasters in settlement of accounts.....	272.03
Salary paid mail contractor.....	11,122.52
Paid Rural Service in Kansas.....	2,636,988.02
Treasurer for the service of the Post Office Department.....	3,188,959.58

Normal annual postal disbursements..... 5,838,650.64

Extraordinary—

182,134 redeemed thrift cards sent to United States Treasurer for redemption.....	728,536.00
War-savings funds deposited.....	14,871,114.44
War-revenue funds deposited.....	251,492.19
War-savings funds pertaining to 1918 business, received and deposited in January, 1919....	519,990.75
War-revenue funds pertaining to 1918 business, received and deposited in January, 1919..	12,485.31

Total war-savings stamps and war-revenue stamps funds..... 16,383,618.69

Total funds accounted for by postal cashier..... 22,379,078.19

Receipts and disbursements by money-order cashier.

Receipts:

Money-order business—

Balance cash on hand Jan. 1, 1918.....	\$3, 759. 57
Domestic money orders issued.....	421, 835. 67
Fees on same.....	3, 429. 48
International money orders issued.....	10, 778. 73
Fees on same.....	136. 00
Drafts drawn on New York credit.....	209, 000. 00
Auditors circular.....	27. 96
Postal funds transferred to account.....	1, 000. 00
Remittances received from postmasters.....	279, 756. 71

Total money-order receipts..... \$929, 724. 12

Postal savings—

Balance cash on hand Jan. 1, 1918.....	396. 46
Savings cards and stamps sold.....	10. 50
Certificates issued to depositors.....	18, 190. 00
Drawn from postmasters checking account....	51, 240. 54
Remittances received from postmasters.....	12, 662. 83
Department warrants received.....	35, 051. 92
Reserve-fund checks.....	450. 97
Postal-savings checks.....	91. 41

Total postal-savings receipts..... 118, 094. 63

Extraordinary—

Retail sales of war-savings and thrift stamps..... 677, 258. 52

Total finance for which money-order cashier is accountable. 1, 725, 077. 27

Disbursements:

Money-order business—

Domestic orders paid.....	\$917, 210. 41
International orders paid.....	1, 875. 68
Surplus funds deposited.....	6, 400. 00
Credit claimed for lost money order.....	25. 00
Auditor's circular.....	1. 97
Balance cash on hand Dec. 31, 1918.....	4, 211. 06

Total money-order disbursements..... 929, 724. 12

Postal savings—

Depositors' certificates paid.....	25, 668. 00
Interest paid on depositors' certificates.....	476. 46
Savings cards redeemed.....	11. 00
Deposited to credit of board of trustees.....	42, 644. 26
Postmasters' drafts paid.....	26, 765. 47
Reserve fund deposits to United States Treasury	6, 820. 00
Department transfer drafts paid.....	15, 709. 44
Balance cash on hand Dec. 31.....	0

Postal-savings disbursements..... 118, 094. 63

Extraordinary—

Cash and redeemed thrift cards deposited with postal cashier. 677, 258. 52

Finances accounted for by money-order cashier..... 1, 725, 077. 27

Responsibilities of postal cashier:

Seventy-three invoices of special-request envelopes and 42 invoices of ordinary stamped stock were received; accounts of postage on 37 second-class publications are kept and quarterly statements of newspaper and periodical postage are compiled; 253 receipts were issued to mailers of third-class matter.

The postal cashier issued certificates of deposit to postmasters as follows: 2,212 receipts for surplus postal funds; 2,445 receipts for war-revenue funds; 8,973 receipts for war-savings funds.

In August, 1919, an average month for the current year, the postal cashier sent 379 drafts to postmasters with which to cash \$290,105 redeemed war-savings certificates; pay rolls for 110 employees are prepared semimonthly; 195 pages of rural abstracts are compiled quarterly; 26,103 rural pay checks were issued in 1918; 1,290 changes in rural service in Kansas affected the pay roll in 2 years; 1,965,320 war-savings stamps

and 856,600 thrift stamps were received from the department; 829 transactions were necessary to transfer to postmasters in Kansas, 1,048,070 war-savings stamps and 660,500 thrift stamps; 301 transactions were made in transferring war-revenue stamps to postmasters in Kansas.

A careful estimate indicates that seven stamps is the average number attached to war-savings certificates that have been redeemed. On this basis it is conservatively estimated that in paying \$4,061,857.43 from January 1, 1918, to September 2, 1919, 137,500 certificates were redeemed. The redemption of war-savings certificates will continue for four years longer and as long as the department requires the sales of the stamps. This feature requires skill, patience, and knowledge of the requirements of the Treasurer, and is a big time consumer. The registration of war-savings certificates and retail and wholesale sales of war-revenue stamps are conducted by the postal cashier who is also custodian of all varieties of stamp supplies handled in the Topeka post office and personally issued postal supplies to retail stamp clerks, and war-savings stamps to the money-order cashier. Two special clerks, one clerk-stenographer, one stamp clerk, and one relief stamp clerk are under the supervision of the postal cashier. It is very conservatively estimated that 100 rural carrier monthly vouchers are returned to certifying postmasters and an equal number corrected at the paying office in Kansas and the same proportion of rural carriers' quarterly vouchers are so treated. Keep cash book and stamp-account book.

Responsibilities of money-order cashier, salary, \$1,600; bonus, \$200:

Supervises money-order and postal-savings business and retail sales of war-savings and thrift stamps. Handled the registration of war-savings certificates until congestion of business and limit of time forced this feature into the postal cashier's section; custodian of money-order forms and postal-savings certificates, stamps, and cards, and makes daily purchases of war-savings and thrift stamps on fixed credits; exchanges thrift cards for war-savings stamps; gives personal attention to patrons of the various windows in his section; personally attends to daily balance, banking, and posts money-order blotter, cash book, and postal-savings account books; prepares daily paid lists and monthly issued list of money orders, and monthly money-order and postal-savings statements; issues certificates of deposit for surplus money-order funds to remitting postmasters.

Topeka is one of the 50 large post offices in the United States designated by the department to make daily remittances of paid money orders to the Auditor for the Post Office Department; 54,496 domestic and 745 international money orders were paid in 1918.

The intricate and time-consuming features of this branch of the post-office work are numerous, such as:

Careful scrutiny of each paid money order and detecting errors in their issue, and falsifications or alterations after their issue; watching for stolen forms and original orders for which duplicates have been issued; advising postmasters that orders drawn on their offices have been paid at Topeka. An average of 300 of these advices were issued daily in 1918—a total of 412,000 during the year.

Ten thousand dollar reserve working fund is authorized, and composing this amount the money-order cashier is accountable for average daily funds as follows: \$3,000 paid money orders; \$4,500 cash for daily transactions; \$2,500 cash items composed of paid orders drawn on other offices; orders awaiting second advice because of alterations, credit slips for defective orders returned to postmasters for cash, station credits, and cashed United States bond coupons and Government paper.

One hundred and eleven postmasters deposit surplus money-order funds at the Topeka post office.

Eighty-eight postmasters are authorized to draw their postal-savings drafts on the postmaster at Topeka, and authority is vested in him to receive all deposits of postal-savings funds remitted to him.

Constant and personal supervision is given by the money-order cashier to the detection of counterfeit money.

One special clerk and two money-order clerks are under the supervision of the money-order cashier.

Accounts of bookkeeper, salary, \$1,600; no bonus:

Verification of daily issued and paid money-order statements by checking lists prepared in the money-order section against remitters' applications, and money orders transmitted to auditor; verification of every financial transaction by triangle checking; personally figures zone rate of postage on daily mailings of 37 publications; personally figured, wrote, and mailed 4,418 receipts for postage on second-class matter in 1918.

Compiles statements and reports as follows:

Finance report semimonthly to Third Assistant Postmaster General; statement of postal receipts monthly to Third Assistant Postmaster General; postal account quarterly to auditor; stamp account quarterly to Third Assistant Postmaster General; war-savings stamp account monthly to Third Assistant Postmaster General; war-revenue stamp account monthly to Third Assistant Postmaster General; keeps account of lock-box rents and verifies key record by actual count.

Receives and verifies statements from sections of the finance and mailing divisions for triangle checking as follows:

Stamp sales, from postal cashier and stamp clerk.

Second-class postage, from postal cashier and foreman of mails.

Third-class postage, from postal cashier and foreman of mails.

Box rents, from postal cashier and box clerk.

Excess, from postal cashier, 2 stamp clerks and 9 stations.

Sales of waste paper, from postal cashier and postmaster.

Postal remittances by other postmasters, from postal cashier and review of remittance letters checked by 2 clerks.

Department deficiency warrants, from postmaster or assistant postmaster, and personal view of warrants.

Cash sales to district offices, from assistant postmaster and view of requisition.

Receipt of postal, war-savings, and war-revenue stamp stock, from postal cashier and first view of department's invoices.

War-savings remittances by other postmasters, from postal cashier and review of remittance letters.

War-revenue remittances by other postmasters, from postal cashier and review of remittance letters.

Local sales of war-revenue stamps, from postal cashier.

Local sales of war-savings stamps, from money-order cashier.

Transfers of postal, war-savings stamps, and war revenue stamps stock to other postmasters, from postal cashier and view of departmental orders.

Transfers of postal stamped stock to district offices, from assistant postmaster and view of requisitions.

Number and amount of issued and paid money orders, from money order number and amount of postal savings certificates of deposit, issued and paid, from money order cashier and actual count.

Postal accounts of 12 district postmasters, from assistant postmaster and review of their quarterly statements.

Sales of postal, war-savings stamps, and war-revenue stamps to 12 district postmasters, from assistant postmaster, and view of requisitions.

Payments to and collections from rural carriers in Kansas, from postal cashier and review of carriers' vouchers.

Local office payments, from postal cashier and view of pay rolls.

Payments for local office expense from postmaster, assistant postmaster, postal cashier, and filing vouchers.

Redemption of war-savings certificates, from postal cashier and view of redeemed certificates.

Exchange of thrift cards, from money-order cashier, postal cashier, and actual count of cards.

He, assisted by the assistant postmaster, prepared and transmitted to the United States Treasurer 182,134 exchanged thrift cards, in 1918, aggregating \$728,536.

He is held jointly responsible with the assistant postmaster for defalcations, and erroneous or falsified reports.

He is accountable for the correct recording and reporting of financial transactions, as follows:

By postal cashier.....	\$22,379,078. 19
By money order cashier.....	1,725,077. 27

Total.....	24,104,155. 46
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All stock invoices and auditor's correction circulars reach him before being transmitted to the section affected and the postmaster or assistant postmaster reports to him the number and amount of checks drawn against the postal and postal savings bank checking accounts and money-order drafts drawn against the New York credit before the cashier's reports are received, and he verifies bank accounts by the cashier's reports and reviews the several deposit books.

He has supervision of one clerk and is held responsible for the detection of errors in financial accounts and reports.

Division of mails: Schedules alternate weekly, 6.30 a. m. to 3 p. m., 1.30 p. m. to 10 p. m.; two assistant superintendents, salary, each, \$1,600, bonus \$200; supervise the work of 48 clerks, 48 carriers, and 4 foremen; personally engage in distribution and dispatch of mails; attend to the correction of schemes; observe case examinations and enforce discipline; route publishers' mailing lists; prevent congestion of mail; assign employees; train new employees.

Distribution section, 18 employees (1 special clerk): One day foreman, salary \$1,600, bonus \$200; flexible schedule, 7 a. m. to 3 p. m., 10 a. m. to 7 p. m. One night foreman, salary \$1,600, bonus \$200; 10 p. m. to 6.30 a. m.

Thirty-seven publications in Topeka, of various frequency of issue: Three daily, 12 weekly, 4 semimonthly, 14 monthly, 2 bimonthly, 2 quarterly. Three semimonthly publications will soon change to weekly, and 10 other publications will double their circulation. One publication, circulation increased from 800,000 to 1,000,000 in September, 1919.

Total circulation in 1918, 70,469,888 copies; total weight dispatched, 10,051,794 pounds; total mail sacks used, 22,490.

Average number dispatched per month, 837,649 copies.

Number of cards and letters dispatched, 17,448,093—15 per cent increase in one year.

Number third-class pieces permit matter, 511,529.

Number of daily dispatches, 38.

Eleven publication mailing list schemes are maintained.

Mail is separated at Topeka for dispatch by standpoint schemes to 22 States, and by general schemes to 4 States, 26 in all.

The second-class matter dispatched from Topeka, Kans., is a heavy and extensive item. Its proper make-up by publishers is of vital importance to the Railway Mail Service, as is evidenced by reports of the seventh division superintendent and chief clerks, Railway Mail Service, under his supervision. To keep these publications properly routed by publishers so that this office as well as the Railway Mail Service can handle them without congestion requires extensive detail work by the supervisors of the Topeka office. The results obtained by this close supervision is manifested throughout the Railway Mail Service in all sections of the United States.

Distribution division, 16 employees: Thirty-eight mails are distributed daily; 950 "nixies" are daily given directory service; 3,045 pieces of mail are daily distributed; estimated number of patrons receiving daily service, 60,000. No Sunday service is maintained, but patrons calling at the office on Sunday are accorded courteous treatment. Two hundred and seventeen lock boxes are rented; 55,567 pieces of special delivery mail were received and delivered in 1918. Superintendent, assistant superintendents, and foremen give personal attention to all details.

Carrier section, 48 city carriers and 10 rural carriers.

Foreman, salary \$1,600, bonus \$200: Foreman makes personal inspection of city and rural routes, and advises postmaster and superintendent of mails of conditions. Assigns carriers and maintains discipline at dictation of his supervisors, or, in emergencies, on his own initiative. Personally fills vacancies when carriers are not available, and assists in mail distribution in congested hours. Maintains carriers' schedules, examines their trip reports, and route books.

Daily service maintained: Thirty carriers, 2 trips; 1 carrier, 4 trips; 11 carriers, 5 trips; 2 carriers, 6 trips; 2 carriers, parcel post; 2 carriers, collection; 1 carrier, collection and delivery.

Registry section, 4 clerks; foreman, salary \$1,600, bonus \$200: Forty-four thousand nine hundred and seven pieces registered, increase over 1914, 94 per cent; 49,043 parcel post insured, increase over 1914, 437 per cent; 8,773 parcel post C. O. D., increase over 1914, 545 per cent; 25 registry dispatches daily; 1,553 registry jackets were made up in 1918; 8,700 transit registers were received and dispatched in 1918.

One classified station, 3 clerks, 4 carriers, 4 rural carriers.

One superintendent, salary \$1,600, bonus \$200.

Postal receipts \$16,414.54, increase over 1917, 19 per cent.

SECOND-CLASS POSTMASTERS.

Mr. BELL. Next will be the postmasters of the second class. The first on the list is Mr. W. E. Merry, of Perry, Okla.

STATEMENT OF MR. W. E. MERRY, POSTMASTER, PERRY, OKLA.

Mr. MERRY. Mr. Chairman and gentlemen, it has been made my duty by a conference of postmasters in Oklahoma to come up here and express some of their views before this commission. We are grateful to you and to the Congress of the United States for this opportunity, it being the first we have ever had to testify in our own behalf.

In my official connection with the personnel of the National Association of Postmasters it has been my privilege to make some recommendations to the department, but on the matter of salaries we have always adhered to a policy of total abstinence. In this city last June, when the postmasters of three States met here, I was also on a committee to make recommendations to the department, and, among other things, we had the temerity to then recommend an increase in the salaries of postmasters of the third and fourth classes, but made no reference to the salaries of those of the second class. We are pleased to know that the Congress found it wise to act upon those recommendations favorably, and in their emergency provision did increase the salaries in the third and fourth classes; but, like us, they had nothing to say about the second class. And in coming to speak to this commission in behalf of the second class it is in that same spirit; we would ask nothing for ourselves that we would not wish equitably distributed among the several classes, and more especially would we request and urge that favorable consideration be given to the needs of the employees in the offices.

The efficiency of the system depends upon their loyalty and faithfulness, and any success that we postmasters may have attained is also dependent upon those things. The remuneration for these employees must be sufficient in order that we may get the best material in the service. It is a notable fact that in the last three years we have not been able to enlist the best talent in the service for that reason, and we can not allow the system to deteriorate for that reason.

But I am not here to make a brief for the employees, but to talk to you something of the second-class postmasters. At a conference of the representatives from Texas, Oklahoma, Kansas, and Nebraska we have concurred in a brief to be filed by the Nebraska delegation, and I wish to discuss orally some of the points in that brief.

The duties of the postmaster at offices of the second class have greatly increased in importance and responsibility in the past few years. While postmasters of that class have responded to the increase of duties by reason of the war and take great pride in knowing that it was cheerfully and gratuitously done, yet the fact that they were called upon for multitudinous duties, both official and unofficial, attests in an emphatic way the efficiency of the system, and one of the outstanding discoveries of the late war was the importance of the postal system and the postmaster in national causes.

Nor have these demands ceased with the return of peace. The local postmaster has come to be looked upon as the local exponent of the Government to interpret the policies of the Government to the public, and the attitude and sentiment of the public to the Government. That is manifested by the numerous calls that are made upon us by

other departments besides our own, as well as the new and in many cases irrelevant matters of duty required by the Postal Department. It has been almost as common to receive a request from another department bearing the notation "by permission of the Postmaster General" as it is to receive one from our own department indorsed "without expense to the Government."

The situation is too practical to think of returning to the narrower field in points of both economy and efficiency, and these growing demands on the postal system call for a greater efficiency in postmasters than has ever before obtained. It is not necessary, I hope, before this congressional commission to emphasize the importance of maintaining the human element in efficiency. This commission, composed, as it is, of men of affairs and men with a national vision, are too well aware of the importance of that element in its best form, and they are also well aware that the immediate future is demanding of the postmaster higher business qualifications, more knowledge of human affairs, more poise and character than ever before. To meet this demand, we must have men who are community factors and who maintain the standing which their position requires.

To secure and maintain that grade of efficiency, it will be necessary to make the emoluments of the position on a parity with the positions that require a like amount of ability in the industrial and commercial world. That this condition does not obtain at this time is too evident to require discussion. The duties and responsibilities of the second-class postmaster have increased many fold, but the salary has remained the same, while other business has kept pace with conditions. The regulation requiring eight hours daily to be devoted to official duty, together with the ever-increasing demand made upon his time and labor, have made it prohibitive of his engaging to any considerable extent or in any permanent way in other business to augment his salary. The job has become a man's size and worthy of the best ability obtainable.

The basis of the miscalled gross receipts adopted three dozen years ago has long since outlived its usefulness and fails to represent the duties and responsibilities of the postmaster to any adequate degree. In many second-class offices there may be found several branches of the service, any one or all of which would be a truer index to the official labor and responsibility than that shown by the gross receipts. In the average second-class office the issuance of \$75,000 in money orders and the payment of an approximate amount; the sale of \$150,000 in war savings and revenue, with the registration and payment involved; the parcel post, including insurance and C. O. D.; the inauguration and supervision of rural delivery, city delivery, and other activities often determined by local conditions, may each exceed in duty and responsibility the sale of \$15,000 in stamped paper. In fact, that is the easiest and most simple part of the service. While gross receipts should be a factor in rating the salaries of postmasters at offices of the second class, yet these other activities should be given consideration, including as nearly as possible all the activities of a considerable nature. Certain percentages should apply in proportion to the extent that the activity is employed. This would be intricate, of course, but any plan would of necessity be intricate to reflect the true conditions in a system so intricate as the postal system. Thereby a basis can be made upon which to class

the office, and yet there will be other activities that do not apply in general, but to certain offices, which add labor and responsibility, and should also be remunerated in the places where they exist.

The inauguration of the central accounting system has added heavily to the duties of second-class postmasters who have that responsibility. In my State of Oklahoma two-thirds of the central accounting offices are of the second class. In this class office, as well as in third class, central accounting represents almost exclusively the labor of the postmaster. They have no stenographers, no clerical force adapted to it, and even their assistants are assigned a full schedule at clerical work.

This is a great step forward on the part of the department, not only relieving congestion at Washington from correspondence, requisitions, etc., but affords very much more satisfactory service for the smaller offices. The central accounting office can supply the district office in a day with supplies or information, and has not only the value of promptness, but of personal touch with local conditions. This should be further provided for in point of supplying all forms and other supplies for the district offices, and their scope of usefulness will be materially increased. If the department will go a step further and complete the system by establishing an accounting office for each State or region, to supply the central accounting offices and receive their returns, which can be done with corresponding promptness and satisfaction as is done by the county accounting offices. All the arguments in favor of central accounting offices will apply in a larger measure to State accounting offices. It is a step toward decentralization, typical of American ideals, and in perfect harmony with our most successful governmental policies. As an example of the principle in successful operation, the recent changes in the banking system is cited.

Many second-class offices are located in Government buildings, and in each case the postmaster is custodian. This also represents individual attention of the postmaster and should have consideration in his salary, though, technically, this might come under the authority of the Treasury Department.

Many activities of a hitherto extraneous nature in assisting the other departments have become fixed upon the Postal Service, and will continue to be administered through it; each adds labor and responsibility. The second-class office has become a veritable clearing house for Government activities, and more so, a bureau of Government information, with the postmaster functioning in each added case. The second-class office has no division superintendents. The postmaster is superintendent of finance, of mails, of delivery, of everything. He must have a competent knowledge of each phase of the service, must see that each functions, and that is often done by personal initiative. The position calls for more native efficiency than that of any other class by reason of his man-of-all-work duties.

It was very disappointing to the second-class postmaster to work under the ruling that no office should be advanced during the war, regardless of its growth and the increase in duties and responsibilities. He was again disappointed when emergency appropriations were made for postmasters of the third and fourth classes and for employees and for superintendents, many of whose salaries were in excess of the

second-class postmaster, and in some of the larger offices the assistant participated where the salary was nearly double his.

This would seem to recommend itself for correction, and a retro-active correction, as in the case of those considered. Wages have increased to twice their prewar basis; the average coal miner, oil-field worker, and railroad employee is drawing more salary than the second-class postmaster. The postmaster's salary has the same 50 per cent purchasing value that theirs has. If he is drawing an equitable salary at this time, he was paid an exorbitant one a few years ago.

The postmasters of Oklahoma wish to urge upon this commission the need of a readjustment of the basis of classification; one that will truly reflect the duties and responsibilities of the office. We submit that the salary is not sufficient for the services required. We further submit that the present high efficiency of the system is due to the executive ability of those responsible for its execution, and that the best ability can not be obtained under existing salary conditions.

Therefore, we request that a substantial and permanent increase be made in the salaries of postmasters of the second class, not only as a matter of right but as conducive to the best interests of the system; that the increase be in proportion to the increase in duty and responsibility attaching to the position since the adoption of the present basis; that suitable bonuses be provided to care for the abnormal conditions that now obtain and that have obtained for the past two years in the manner now applying to employees; that the bonuses be concurrent with and in proportion to the abnormal conditions.

To accomplish those ends it is suggested by the postmasters of the second class of Oklahoma that the minimum salary for offices of that class be fixed at \$3,000 instead of \$2,000, as now exists, as equitable and necessary to meet the changed conditions, and conservatively in proportion to the original basis at the time it was fixed; that a carefully graduated scale of increasing compensation be made that will take into consideration all the principal activities of the office upon a percentage basis, according to the extent the activity is employed; that all duties attaching to certain offices and which do not apply generally be given suitable increase in salary where such duties attach.

It is further suggested that some adequate provision be made to provide for unusual conditions that may obtain locally. There are numerous instances where the service is inadequate and public interests suffer because of the lack of suitable latitude to reach promptly the necessities of the situation.

Mr. Chairman, in addition to concurring in the brief that is to be filed, I have a number of statements of individual cases, prepared in the form of letters from postmasters of my State, and are peculiar to offices of the great Southwest, and especially to the oil fields of Oklahoma. With your permission I will file them also with the secretary, and will ask your consideration of them. Mr. Chairman, I thank you for this opportunity.

Mr. BELL. The next speaker on the list is Mr. J. W. Taylor, of Midland, Tex.

**STATEMENT OF MR. J. WILEY TAYLOR, POSTMASTER,
MIDLAND, TEX.**

Mr. TAYLOR. Mr. Chairman, when I came to Kansas City I did not come with the expectation of making a talk before this commission, for the reason that our secretary of the postmasters' association was to meet me here and represent offices of the second, third, and fourth class in Texas. In his absence, however, I have prepared a short brief that touches points in these offices, which I will read, with your permission.

I might say that I have been authorized by the president of our association to appear here. [Reading:]

On behalf of the postmasters of the second class of Texas, and of the third and fourth class in Texas, we wish to express our appreciation of the privilege and the invitation extended us to come here and express in some degree our views. We are not here only in our own behalf, but are here with the spirit and sentiment of all worthy and efficient employees of the Postal Service.

I desire to present to you in typewritten form a brief which I have prepared from experience and information from other postmasters and other employees in the Postal Service.

I have been authorized by the consent of the president of the Postmasters' Association of Texas, and other postmasters of Texas, to appear before your honorable commission and present the arguments hereinafter set forth in their behalf.

As you are well aware, there has been no changes in the classification of salaries of postmasters of the presidential class since March 3, 1883, except a small raise in the salary of third and fourth class postmasters recently, which I am sure they appreciate. We believe your honorable body will admit without question, after due consideration, that conditions surrounding the appointment of postmasters in 1883 were different, both from a service and otherwise standpoint, than they are at this time. Under the system then existing and for a long time afterward, qualification, ability, and efficiency were not considered of the importance as it is at this time, and the appointee was not required in former days to give so much of his time to the duties of the office as now, but was merely expected to assume the responsibility of the funds received at his office.

Years ago under the present salary system postmasters were permitted, without criticism, to engage in commercial and other activities to supplement the pay of their offices; in later years, however, the demands of the service have made it impossible for postmasters to successfully carry a side line in connection with his office, for the reason the department requires not less than eight hours each day in the office, and many postmasters are compelled to devote 10 to 12 hours per day in order to give the service now required. In other words, gentlemen, we are not traveling in the same old rut nor the same old way as in days gone by, the position has increased in importance, and the duties of a postmaster now are many times more than heretofore, but the salary classification has practically remained unchanged for about 36 years.

I am sure the commission is familiar with the duties added to us by reason of the war, but we would not ask nor receive any increase of salary or other benefit on account because of any war work we may have accomplished, for the reason we were loyal and patriotic, the same as any good citizen should be. I am also sure your honorable body is familiar with the fact that, outside of the war work, the post office has gradually become the agency for many other departments at Washington, and the usefulness of the system is fast becoming more apparent. The Treasury Department, the Agricultural Department the Census Bureau, and the Navy and War Departments are frequently calling upon the postmasters for information and service, statistical, or for other service outside of postal affairs. This, of course, necessitates more correspondence and clerical work.

The inauguration of the central accounting system affects many of all classes of the first, second, third, and fourth class offices, and as you have had this system thoroughly described and outlined by the committee of the postmasters of the first class, I will not dwell on this subject, except to say that the central accounting system shifts an enormous amount of clerical work from the department to the central accounting offices, and yet no credit is given the office and no increase in the salary given the postmaster affected, except as before mentioned.

It is, of course, well known to you gentlemen that salaries are computed on the basis of gross receipts; that is, of sales of stamps, stamped paper, and box rents, and the

salary table now in use, with which you are familiar, in our opinion should be abolished or readjusted, and a more fair salary schedule be formulated; one that would recognize in some degree the many duties and responsibilities added since the present schedule of postmasters' pay was formulated.

I desire at this time to call your attention to the fact that the following activities have been introduced into the Postal Service within the last few years, viz, the postal-savings system, rural delivery, village delivery, central accounting, ordinary parcel post, C. O. D. parcel post, Government-owned vehicle service, highway-express routes, supply depots, and, in summing up the added clerical work, you could take into consideration the handling of war-savings stamps, documentary stamps and proprietary stamps, the registering of war stamps and cashing the same, which necessitates more reports and more records to be kept in the office.

The readjustment of postmasters' salaries for 1918 shows that, while the gross receipts for the calendar year ended December 31, 1917, showed an increase of \$27,858,114 the total postmasters' pay as readjusted on these receipts, showed a decrease of \$108,500.

I trust the commission will take into consideration, when arriving at a conclusion or verdict, of readjustment of salaries, that the present salaries were fixed about 36 years ago, when the receipts of the Post Office Department were \$45,000,000 as compared with the receipts of the last fiscal year, which were about \$389,000,000, which includes about \$45,000,000 of war postage, and it seems to me that, this is quite illuminating as to the need of reclassification and readjustment, which might increase the pay of the present-day postmaster. In our opinion, post offices should be reclassified so as to secure and permit better pay for offices of the second, third, and fourth class than under the present schedule of pay, and a percentage should be added to the pay for each additional activity added to post-office work.

Information received from many cities and towns in Texas and elsewhere, concerning banking institutions, and other business circles, shows that the salary paid their officials, or superintendents, to be much larger than that paid to the present-day postmaster for similar responsibility and service rendered, and we desire to urge upon the commission, that owing to the customs and traditions, and responsibility, which have grown up around the office of postmaster, and which has been countenanced by the Government, and which have now become a fixed responsibility, should be considered in arriving at a fair and just compensation for postmasters.

We further urge upon the commission to take into consideration the conditions surrounding the wage earner, and salaried man, as to the high cost of living, as compared with a few years ago, and to help meet this condition with their employees most all business institutions in the United States have raised the salaries and in addition thereto, have given them a bonus of 10 per cent for the service rendered.

Allow me to refer you to the Western Union Telegraph Co., wherein they have on the 1st day of January this year, raised the salaries of 32,000 employees in the sum of \$5,000,000, giving the employees who have been in the service for more than a year a 15 per cent increase, and those who have been in the service for more than six months, but less than a year, will receive a 10 per cent increase, and their employees only earning \$650 per year are affected.

Henry Ford Motor Co. has increased the salaries of some 60,000 employees running into millions and has made it strict rule that no wage earner under its supervision, shall receive less than \$8 per day for the service rendered and ranges upward to \$12 per day. You will please understand that I only mention the above, to show what other business institutions are doing for their employees under the existing conditions, which means nothing more or less than the high cost of living.

We are sure the commission will consider that a post office is nothing more than a business, operated upon business principles, and an efficient postmaster is valuable to such business and should you see fit to compare salaries paid to important employees in other business institutions over the country you will find them in excess of those paid to postmasters for similar service.

In conclusion, allow me to suggest that in my opinion offices of the fourth class should be included in the same general plan as that which applies to offices of the first, second, and third class, in that the salaries of the same shall be determined by gross receipts and the postal law be amended so as to permit efficient postmasters be eligible to transfer to an office of equal or advanced standing anywhere in the United States, said transfer to be made only upon request of the postmaster concerned, and with approval of the Postmaster General, when a vacancy occurs.

We believe, owing to the added responsibilities to postmaster and the activities added to the post office work in general, and further owing to the present conditions, as to the high cost of living that you will recommend a more fair and just compensation for services rendered, and we respectfully request an increase in salary for

central accounting offices of the second, third, and fourth class of not less than 40 to 50 per cent, and not less than 35 per cent for direct accounting office of the same class as compared with the salary table now in use, which was formulated in 1883.

Mr. BELL. The next speaker is Mr. John W. Lapham, of Chanute, Kans.

**STATEMENT OF MR. JOHN W. LAPHAM, POSTMASTER,
CHANUTE, KANS.**

Mr. LAPHAM. Mr. Chairman, I will submit a brief pertaining particularly to the wage readjustment.

I think the postmasters of the second class in Kansas realize the complexity of the situation which is confronting you and the difficulties that are attendant on a proper readjustment of the salaries of all classes of employees. We realize that this is of grave moment in developing or improving the efficiency of the postal establishment.

Outside of the question of wage increase, which was taken up very thoroughly by the other speakers for the second-class post offices, I want to state an idea or two in regard to the development of the efficiency of the postal system.

It seems to me that we have not the proper incentive among the employees in the postal establishment. I believe that the substitute who enters the postal system should have the incentive that if he shows the proper ability and takes advantage of his opportunities, that he can be assured of the opportunity of promotion to and including the position of Assistant Postmaster General of the United States. At the present time, when a man goes into a clerical or city carrier position, he knows that there is no possibility of his ever advancing beyond a supervisory position in the post office, and I believe it would aid very much if the commission and Congress would establish a system of promotions through the entire postal establishment. From a superficial knowledge of the facts, I would suggest the establishment of a district superintendent who would have supervisory charge of the post offices in his district, and relieve the heavy burdens now thrown on the inspection department, and the superintendent be assured that, if he showed the proper ability and the proper efficiency, he would be promoted to a better and more responsible position. This idea has been suggested a number of times, and I believe it is in the minds of a great many men in the postal establishment, as the ultimate goal desired.

The matter of wage increase, can be summed up, as I see it, very briefly. Wages of postmasters have not been increased since March 3, 1883. Since that time rural delivery, postal savings, central accounting, parcel post, Government-owned vehicles, and many other activities have been added to the duties of a postmaster. As the sphere of the Federal Government has increased in range and activity, so the sphere of the postmaster in each community has increased in range and activity. In other words, my post office—I can speak knowingly of that—is the information bureau in regard to all Federal activities.

The income-tax man comes to our office and operates from there, and incidentally the citizens of the community come into the Chanute post office and ask the postmaster to make out their income tax statements. He desires to be accommodating, you know.

I should feel that I had neglected an interesting item if I failed to mention the grocery business that we have just passed through. The postmasters all over the country have surely had their fill of grief in handling temporarily the transfer of Army supplies to the people.

In conclusion, let me say, the crux of the whole proposition over the country is, the high cost of living. Our salary of 1883, with the increase of the cost of living amounting to approximately 100 per cent, purchases half the products of life it purchased in the years before 1914. Our responsibilities have increased greatly, also. The postmasters of Kansas feel that also an increase in their salaries of 50 per cent would be fair and just. I thank you for your courtesy and consideration.

Mr. Lapham submitted the following brief:

BRIEF SUBMITTED BY MR. JOHN W. LAPHAM.

GENTLEMEN OF THE COMMISSION: The postmasters of second-class offices in the State of Kansas, realize the immensity of the problem confronting you. The gradation of salaries of the various classes of positions in the postal establishment we realize is of serious complexity and of grave moment in aiding or hindering the efficiency of the Postal Service of the future. The salaries fixed should be based on a fair living wage to support a man and his family according to the American standard of living, and the gradation from that on up should be based on the value of the mental ability required to fill more responsible and executive duties in the post offices, which can be determined to some extent by the salaries given to employees doing similar work in businesses outside the postal establishment.

In brief, I would like to present the wage situation as follows:

First. The present salaries of second-class postmasters have been in force since March 3, 1883, nearly 37 years, based on post-office receipts from \$8,000 to \$40,000.

Second. Since that time the postal establishment has added the following services for the benefit of the public: Postal Savings, Rural Delivery, central accounting, Parcel Post, Government-owned vehicle service, supply depots, the war-savings stamps and revenue stamps, for former of which will probably last for many years.

In addition, the income tax department has used the postmaster for information, and operates in our cities from the post office. The Army and Navy, the War Risk Insurance Bureau, the Pension Bureau, and several other departments of the Federal Government, call upon the postmaster for information and aid. The sale of Army supplies should not be forgotten, as most postmasters received a full dose of grief in temporarily running a grocery store.

In fact, as the Federal Government has been steadily adding new activities to its sphere of action, the position of postmaster has also steadily grown in importance and use to the citizenship which it serves.

If the salary of a second-class postmaster was commensurate with the position in 1883, with the above increased duties and sphere of usefulness to the community which it now holds, the second-class postmasters think an increase of 50 per cent to the present salary schedule would be a proper and legitimate increase.

Third. Taking into consideration the buying power of the dollar at the present time, which is but approximately 50 per cent of its value from the years 1883 to 1916, the second-class postmasters, in effect, are only receiving now one-half the salary received before 1916.

Fourth. Many second-class postmasters must supply their own telephone service which is now a practical necessity in modern postal establishment, typewriters, adding machines, filing cases, because Congress has not appropriated sufficient funds for those purposes. These are expenses which should be carried by the postal receipts.

The second-class postmasters of Kansas, believe the representative of the people in Congress realize the value of the position of postmaster to the community and to the Federal Government, and that they will make the new salary schedule commensurate with its responsibility and high standard of service.

In conclusion, I realize that these salaries must be met by receipts from the service, and suggest that, in my judgment, the general public would not resent a first-class postage rate of 3 cents if it resulted in better and increased efficiency from the postal establishment, which I think would surely follow a general wage increase.

The second-class postmasters of Kansas suggest, therefore, for your consideration an increase of 50 per cent, based on their present schedule, with some slight addition for postmasters of central accounting offices.

Mr. BELL. The next speaker on the program is Mr. J. H. Grosvenor, of Aurora, Nebr.

STATEMENT OF MR. J. H. GROSVENOR, POSTMASTER, AURORA, NEBR.

Mr. GROSVENOR. Mr. Commissioner and gentlemen, I desire that it shall appear in the record, and not be misunderstood, that the position of the second-class postmasters of Nebraska at this hearing, and generally, toward the Postal Department and toward the commission and the Congress appointing the commission, is not critical; that it is not hostile; that it is not disposed to knock, find fault, or become subject to any charge of discontent or sullenness on account of the conditions that now confront us and which have prevailed for some time. We believe that the Post Office Department, with all of its ramifications, with all of its various divisions, should, and properly ought to, constitute one of the great, effective, and efficient agencies of the greatest free Republic in the world. We believe that in the Postal Service we become members of a great family, having a community interest, and that we should have unity of purpose, of aim, and of ambition.

I have been gratified to be present, Mr. Commissioner, and hear almost all that has been said here yesterday and to-day. I join with approval and approbation in most of that which has been said. The only discordant, the only harsh, note that has reached my ears has been in one or two instances where there has been a tendency to make sharp criticism of the postmaster or the supervisory officials, in intimating that they are not concerned or in deep sympathy with those beneath them. I hope and trust that there is but little foundation throughout the United States for that feeling toward the postmasters and supervisory officials. If there is any one concern that a good postmaster should have, that an efficient supervisor should have, it is that those under him should be well fed; that they should be well clothed; that they should be well paid; that they should be in a satisfied, contented frame of mind, and that they should believe, above everything else, that justice and fair dealing permeated the department all the way through. I can conceive of nothing, Mr. Commissioner, more subversive of good service than to have any man under me believe that I would not meet him with a spirit of judicial toleration and sympathy on any grievance that he may present to me, even though it be not well founded, and I feel that is my own attitude toward the Post Office Department when I take up with them something that I wish to secure.

Now, like brother Lapham, of Kansas, I was trained to the law and practiced law for 20 years before becoming the postmaster of the little county seat town of Aurora, in Hamilton County, Nebr. I look upon many things, therefore, in the light of my training, as we all do. Having been engaged in educational work as a boy, teaching school, using that as a stepping stone for the law, in practicing law I take—or I believe I take—that broad view which characterizes the great judiciary of our country.

In this proceeding, therefore, I have tried to present this matter in a concise, orderly, and somewhat lawyerlike manner. I do not look upon this hearing as a criminal proceeding; we are not here

with an indictment or complaint. If we were, under the rules we would have to prove every material allegation beyond a reasonable doubt in order to get a conviction. I hope that is not to be the rule. Neither is this a civil action, Mr. Commissioner, upon a contract, note, or debt, wherein we will have to prove by a preponderance of the evidence an exact sum due us. I hope that is not our contention, gentlemen, but I rather conceive this to be a proceeding in equity, where you and your brother commissioners are sitting as masters or chancellors in equity, anxious to hear all the pertinent, germane testimony and to make a finding and recommendation that will accomplish substantial justice.

So I shall proceed to say that we are here asking for equity. If so, under the rules and maxims of equity we must do equity; we must show service and willingness and cheerful cooperation with our department, and I say to you that the second-class postmasters of the great State of Nebraska stand ready to do that, and we hope that we shall meet the same cheerful cooperation, the same genial and gentlemanly assistance from those that we are to deal with, that we are willing to extend.

Now, in Nebraska we have 47 second-class post offices. Forty-four of them are central accounting offices, and three are direct accounting offices. So there is a high percentage of central accounting post offices. These offices are mainly in the county seat towns of good agricultural communities. Nebraska is an agricultural State. We are much like Kansas, which brother Lapham represents, but we do not have coal mines, oil, gas, and some of the industries that they have. We are a great producing State with a fertile soil and a people given to the pursuits of agriculture, peace, and high educational attainments. The greatest pride we take in any one thing in Nebraska is the great public free-school system and the fact that we rank lowest in the percentage of illiteracy of our people. [Applause.]

A few years ago in our State a demand commenced to be heard for better class men in the postal department. Kansas and Nebraska led in the matter of developing better men. They commenced to draft the highest class business men and professional men and journalists to take the post offices. A new era was dawning, and our people foresaw that. They went out and drafted in my State six and eight years ago—and a little further back—men from the best business professions; they drafted bankers, real estate men; they drafted many men from the ranks of journalism and a great many of us from the law. We went into it hopeful and expectant. We thought, trained as we were, that we would understand the matter and would have a broad general conception of those things going into the service that would enable us to get by and make a success of it. How well we have succeeded, of course, is left to the records, but now many of these men called to the service by the voice of their fellow citizens have found that they are not so well provided for; that they would have done much better had they remained in their former work. Many men have resigned and have gone back to their former occupations. High-class journalists like Smails, of Fremont, Davis, of Ord, and Dietrick, of Superior, have quit the service to take up their work. Some of them have been called west. Our postmasters fell victims to the flu at other places in the State; men

like Nelson, of Norfolk, Carrig, of Kearney, and Cooper, of Holdrege, have passed on to their great reward. At this time those of us who survive are anxious to know about the future, and that is the purpose of our appearing here.

Now, I beg leave at this time, Mr. Commissioner, to file with your secretary, Mr. Beasley, 12 copies of a formal brief that sets forth our contentions, and at this time I will say in conclusion that the most that I could ask as a lawyer and a representative of our postmasters would be that serious consideration shall be given the brief, because I realize that you are here alone listening to what I may say, and while it perhaps will go into the record, still the brief will constitute the best means of ascertaining what we really desire.

We have been confronted with many things, as suggested by those who have spoken before me. The constantly increasing cost of living, the mere charge for existence, has been going up and going up. Sometimes a lawyer speaks too soon, like other people. I dictated this brief late in September, expecting to be here in October. I said, with regard to the high cost of living, after detailing conditions that existed: "At this writing we can only hope that we have at last reached the peak and that nothing worse awaits us."

And then, do you know, gentlemen, they slipped up from 16 to 25 per cent on us since that time. [Applause.] So we have that situation confronting us.

The brief that I have includes some excerpts and figures obtained from our postmasters, from the questionnaires sent to them. The average postmaster in my State is a married man, has a wife and children. The number of his family and dependents is four plus—that is, it is more than four and less than five; his average salary is \$2,331.91, less than \$200 per month. His pay, therefore, on the average is less than \$6.40 per day. In my own instance—and I mention this not argumentatively but just to show you how nearly I ought to know what it is costing a family to live—my household consists of myself and wife and my six children, five of them of school age and the youngest 4 years old. Any gentleman on this commission having a family of six will appreciate without my going into facts and figures what it costs to live and how far my salary goes in trying to maintain the usual official leadership and confidence in myself by the people and patrons of my office and everybody that I really deserve to try to maintain.

I found in the cost of living that one of the best exemplifications of the universal knowledge of it was obtained when the Government commenced to sell the Army surplus food stocks. Brother Ludi, of Wahoo, is here, and he took a photograph of the basement of his Federal building at Wahoo, a county seat town in Saunders County, when the parcel post came in. He looked like a retail dealer who was overstocked, or wholesale dealer that might be a little short. That is an actual photograph taken [indicating].

In my town and county the citizens came to me and said, "Mr. Postmaster, we can not get our parcel-post orders filled. We have sent the money to Omaha and there are delays and delays and delays. The Army can not get it to us; can you do anything other than accept orders?" I called in the mayor of the city, the county commissioners, and I said, "Gentlemen, there is a tremendous demand for Army surplus food; will you organize and pledge the credit of

this city and county, go to Omaha and buy by the car lot and sell it out to our people?"

At first they demurred. They wondered if our people would take the goods, but, gentlemen, they adopted my suggestion. The first car load had 74,000 pounds of food products in it. We put it on sale at booths on the sidewalk along the paved streets of our city at 2 o'clock one afternoon. At 5.30 it was sold out and gone and we sent our Government the money for it. That shows how our people feel about the purchase of ordinary food products at a lower price than they are compelled to pay at the stores.

In April, 1917, the week before we entered the World War, in my town my boy went to the neighbor where we get our milk, and we paid 6½ cents a quart by going after it. We got 16 quarts for \$1. Now, from that same neighbor, not from a speculator, but from my neighbor—we go and get our milk and pay 10 cents a quart. Eggs were then 20 to 25 cents a dozen on the market; now they are 65 cents and have been higher. Butter was then 25 cents to 30 cents; now I pay—no; I do not pay—the price is 65 cents to 70 cents, but we eat oleomargarine and nut margarine daily, because butter is at a prohibitive price. That is what we are doing. Lard was 12½ cents to 15 cents. The other morning before I left home the grocer told me it was 35 cents.

Bacon was 25 to 30 cents; now it is 55 to 60.

A 48-pound sack of flour cost \$1.70 to \$1.80 at that time; now it is \$3.30 to \$3.50.

Potatoes, which are raised all over Nebraska, were then 80 cents to \$1; now they are \$2 to \$2.40 per bushel.

Sugar was 15 and 16 pounds for \$1; now we get 5 pounds, if we are able to obtain it, for \$1.

Coffee was 25 cents to 30 cents; we now pay 60 cents to 70 cents.

Tea was 30 cents to 40 cents; now it is 55 cents to 75 cents.

Beans retailed right along at 6 cents a pound, or 17 pounds for \$1, approximately 6 cents; now we get beans at 12 cents to 15 cents a pound.

Rice was selling then at 6 cents to 7 cents; now my dealer gets 15 cents or 16 cents.

Apples, grown in my own State, were worth \$1 to \$1.25 a bushel; now they are \$2.40 to \$3 a bushel.

In conclusion, I wish to say that a study of our brief will lead to what we ask for in our summary on page 17.

In Nebraska we favor these things: An increase suggested by answers to the questionnaires that we sent out, ranging all the way from \$1,000 to \$2,000 per annum. We believe that there should be at least a minimum of \$3,200 per annum for any second-class postmaster who is also a central accounting postmaster, and that there should be a possible attainable maximum of at least \$4,800 per annum, or \$400 per month for the highest, best-paid second-class post office. The average expression for increase, taking the average, low, and high, was \$1,225 per annum.

Now, we favor also that our compensation when allowed shall be retroactive. We do that because we have lost on the service we have rendered the Government the last couple of years all that we were entitled to have above a bare living. If retroactive compensation is not allowed us, then there are many of us who have lost all

that we should have been paid for the extra work, the heavy burdens, worries, and responsibilities that we carried. Some of the men have already gone West; some have resigned. My commission will expire in March. Unless there is retroactive compensation, hundreds of second-class postmasters will never receive the increase or the reward, and so we favor that.

We ask, in connection with compensation, that 30 days annual leave of absence shall be made a matter of law and right, not a privilege to ask for on application and to be granted if the time is opportune and you can leave the office in the hands of a properly bonded assistant, and all this and that; but that we should have that defined as a matter of right, the same as men under other branches of the civil service have.

We also ask that some limitation—I am not here, and the postmasters of Nebraska are not here, to say what those limitations should be, but there should be some well-defined limitations prescribed by the compensation law as to the hours and days of labor. If an eight-hour day is conducive to health, mental poise, and longevity for a clerk, a carrier, or a supervisory official, then why is it not also fair that the second-class postmaster have some limitations?

Now, I am a good husky fellow, and I frequently work 12 or 14 or 16 hours and it has never hurt me; but there are some limitations that should be set. We are willing to work Sundays; we are willing to work holidays. Since I have gone into my office there is only one holiday in nearly four years that I have not worked in the office with my men. That is the way the second-class postmaster must do if he gets by. There are a very few Sundays but what I spend two to four hours working in my office attending to correspondence, cleaning out the dead mail, and things of that sort. All of you second-class men know it. It is your program; you follow it.

Now, we say that Congress should define, within certain limitations and subject to reasonable exceptions in cases of emergency, in cases of holiday rush, and at other times when necessity should set aside the ordinary rule—Congress should define within some certain limitations what is expected of us. It is hardly fair to say when a questionnaire is sent out to a prospective postmaster: "Are you willing to devote eight hours to the business of your office?" and then hand out to him a job which he must either abandon or give 11 or 12 hours to it. That is our contention.

And last, we wish to say, as I said in item 6, we do not ask in this connection that we shall be paid for any patriotic or war activities. We want the itemized list printed here of our duties added to us recently. We wish them to be differentiated and distinguished as to what was accorded to us "on account of the war" and what has come to us by changes such as central accounting systems and becoming custodians of Federal buildings and other postal activities.

Mr. Grosvenor submitted the following brief:

BRIEF SUBMITTED BY MR. J. H. GROSVENOR.

BRIEF OF SECOND CLASS POSTMASTERS OF NEBRASKA.

Pursuant to the invitation contained in Postal Bulletin No. 12032 and also published in the United States Postal Guide for September, 1919, at page, 2, thereof, a call was issued by Postmaster Howard, of Ravenna, Nebr., for a meeting to select a committee of second class postmasters to represent said class before your honorable commission.

This meeting was held at the Lincoln Hotel, Lincoln, Nebr., on October 8, 1919, and at said meeting the following proceedings were had and done to that end.

Meeting was called to order by Postmaster Morgan, of Nebraska City. Mr. Morgan was made chairman of the meeting. Postmaster Howard, of Ravenna, Nebr., was elected secretary-treasurer of the organization.

Moved, seconded, and carried that a committee of three be elected to brief, submit, and represent the claims of Nebraska second class postmasters at the hearing before the Joint Salaries Commission, at its sitting at Kansas City, Mo. Postmasters Morgan, Nebraska City; Ludi, Wahoo; and Grosvenor, Aurora, were unanimously elected with full power to act in the premises.

The undersigned representative second class postmasters of Nebraska having been authorized to appear before your honorable commission, to bring the claims of their class and to present its argument, therefore, beg leave to submit the following in behalf of the said second class postmasters of the great State of Nebraska and to respectfully urge its serious consideration on your part, for the good of the service and for the welfare of this class of public employees.

STATUS OF THE SECOND CLASS POSTMASTER.

During the past generation there has been little or no change in the classification of the salaries of second class postmasters. Conditions have changed wonderfully in this generation. Postal activities have kept pace with all other changes and have grown accordingly. The postmaster's labor, burdens, worries, and responsibilities have been so largely increased that it is difficult to accurately number or state them as compared with those of the year when the present salary schedule was adopted. Formerly appointments were largely regarded as political rewards and the officer was largely a nominal or figure head official who was not expected to devote himself very assiduously to the tasks and burdens of the position. If he employed competent help and was personally responsible for his official accounts, that was indeed the larger part of what was expected of him. In nearly all cases he engaged in some "side line" of professional or commercial business. Often he was the active editor and publisher of a newspaper; frequently he operated a retail mercantile establishment and in many instances practiced a profession. By these means he augmented his income. Cost of living during this period was the usual and normal averages from 1883 to 1917, a period of 34 years, and fluctuations were infrequent and hardly worthy of mention as compared with the gigantic changes noted in present day necessities. While the cost of living had increased after August, 1914, when war broke out in the Old World, still the great acceleration came in leaps and bounds after our own country became actually engaged in the World's War, and since that time there has been a practical abolition of all former commercial averages in the expense of maintaining existence. At this writing we can only hope that we have at last reached "the peak" and that nothing worse awaits us.

The second-class postmaster must now give at least eight hours to his office. If it is a central accounting office, he can hardly hope to keep up his work on eight hours personal attendance. He must add to this evenings, Sundays, and holidays, or a part of them. He hardly finds time to exercise "vacations" or "leaves of absence" if they are allowed him. He is now a busy man, of multitudinous affairs and large responsibilities. The Government, the Postal Department, and the people, with one voice acclaim him the "personal representative" of the Government for general purposes and he cheerfully and patriotically responds. He can no longer devote himself to private business with limited time to give it, and sharp, alert, modern competition surrounding him. He is expected to be a leader in church, school, lodge, civic, and municipal matters. He is frequently drafted to do the things found necessary by the various branches of the government, from the Nation down to the State, county, and city, most of which service is without thanks or reward. His worries increase, his financial liability mounts up, but his pay remains the same. He is expected to dress, live and appear in a manner conforming to the station and rank he holds. He must maintain the respect, confidence, and esteem of his community. He must "live up to his job." To be a factor for good, and useful to his Government and country, he must "maintain his position." To this end, therefore our Government should be as sometimes stated, "the model employer." The Government should do as well by its hired man, as any private employer is likely to do. Custom and tradition, coupled with imperative necessity, have forced the newer and greater activities upon him. His larger labors and greater financial responsibilities are not of his own choosing, though he usually welcomes a call to fields of greater endeavor and larger service. We contend that his compensation should be revised and brought up to date to meet these greater demands made upon him.

In our own State, Nebraska, there are 47 second-class post offices. Of these 44 are central accounting offices, and only 3 are direct accounting offices. Therefore, 93 per cent of the second-class postmasters are performing all the duties of a central accounting office for an entire county. Information elicited by questionnaires shows that the average age of this class is approximately 49 years; that the average number of the family or dependents of the second-class postmasters in Nebraska is more than four, and the salary tables show the average salary to be \$2,339.13, or less than \$200 per month. These officials state that the cost of living has increased approximately 82 per cent since April, 1917. This percentage is the average of the expressions obtained from two-thirds of the Nebraska men and many place the increase at 100 per cent since April, 1917. We do not know of any class of men who could be called upon to testify with greater practical first-hand information than a group so scattered over an entire State and having the average family above stated. Most of these men buy and pay for all they consume, such as food, fuel, clothing, and all necessities of life. Most of them own their own residences and homes, but even so, the cost of upkeep and maintenance has vastly increased. Rents have gone up and taxes are greatly augmented. Everything required of the second-class postmaster costs more money and there is no present escape from the situation.

RECENT ADDITIONAL DUTIES ASSIGNED TO SECOND-CLASS POSTMASTERS.

As before hinted at, the duties of the second-class postmaster have steadily been enlarged and increased. A candid and fair consideration of this would lead the ordinary mind to the conclusion that there should be some corresponding increase of pay. The war brought some of these in its train, but not all of them. Loyalty and patriotism were exemplified in a high degree by this class and no word of complaint or criticism was heard, as a rule, while the conflict was being waged. There were no more patriotic and zealous workers in war-time than the postmasters, as history will record. Now that the conflict is happily terminated, a plea for justice should not be out of place, neither should it be deemed unpatriotic. Our soldiers were given and they accepted a bonus. Action is now being urged in Congress for further aid and favorable legislation is sought in their behalf for homestead laws, larger bonuses, and material benefits. The American Legion favors many of the proposed measures of aid and further compensation. Hence the postmaster who has borne the heat and burden of the day may now fairly ask for a readjustment of his pay and that justice be meted out to him. He can point out the following, among many other services, lately added to his labors and responsibilities:

1. *Custodians of post-office buildings.*—Our Government has with great liberality and with due regard to the growing importance of the postal work, provided large and commodious buildings in many second-class post office cities. The postmaster is without exception, so far as we know, appointed ex officio custodian of such building. The appointment carries with it no remuneration, although far removed from usual lines of postal work. The custodian is responsible for the care of the building and its furniture and equipment; he supervises the janitors, charwomen, and employees of the Treasury Department employed therein; he obtains bids and proposals; looks after the supplies; makes requisitions; inspects articles purchased; certifies vouchers and has a large correspondence to look after and many books and records to keep. All of this must be done with promptness, accuracy, and dispatch. There is no pay whatever for us of the second class for this labor.

2. *Central accounting system.*—The central accounting system has now been in use two years and has become well known. No doubt this honorable commission understands its uses, purposes and savings to the Postal Department as well as do the postmasters themselves. A vast burden of accounting and auditing is transferred to the central accounting postmaster. He must carry larger lines of stamps and stock. Frequently the business done with the district post offices equals in dollars and cents the amount of his own office transactions. Large correspondence is inevitable with the district offices. Frequent changes of postmasters at third and fourth class offices make new settlements and new fixed credits necessary and an explanation of the whole system is likely to be required to fully inform the new postmaster. District officers ask almost daily for information, advice, and guidance. A large number ask for blanks, forms, and supplies. They must be advised and set right. The entire system is a labor saver for the department and in its operation it is coming to work out admirably. But the central accounting postmaster has never been paid any extra compensation nor allowed any increase of salary on account of this great service. District sales do not figure in his office receipts for purposes of adjusting his salary. He is still paid by what he sells in his own office.

3. *The change in postage rates.*—Great labor was involved in making the two changes from 2-cent letter postage to 3-cent letter rates and from 1-cent postal cards to 2-cent postal cards and then changing back. Stocks run into more money and responsibility

was greater. Patrons had to be advised and educated as to these changes. Yet the increase in cash income from postage did not operate to add to the pay of the second-class postmaster. About 17 per cent was deducted from his sales to cover this and his salary was not increased by reason of the larger revenue.

4. *Sale of war stamps and thrift stamps.*—In December, 1917, war stamps and thrift stamps were put on sale. Central accounting offices were required to carry and handle stocks sufficient in amount for their own offices and for all district offices. In the year 1918 in Nebraska the average sales of war stamps at central accounting post offices totaled approximately a half a million dollars in maturity value of the stamps sold. The stamps are still on sale and there have been added documentary and proprietary stamps in many denominations. No compensation has been allowed for this service and these stamps do not enter into office sales for the purpose of determining salaries.

5. *Recruiting for Army, Navy, and Marine service.*—Large amounts of labor, time and effort were freely given by the postmasters in recruiting work. At first a fee of \$5 was supposedly allowed for each recruit but this was almost universally declined by the postmasters and same was later abandoned. It may be fairly said of the average postmaster that he never made a claim, nor submitted a voucher for this work.

6. *Registration of alien enemies.*—In February, 1918, postmasters were assigned the duty of registering German alien enemies (male). This work required giving advice, issuing blanks, taking impressions of hand and finger prints, reports and correspondence. In August, 1918, there was added the labor of registering German alien enemies (female). Similar duties were involved and as well known there was no compensation.

7. *Special assignments of departmental work.*—Many special duties have arisen, such, for instance, as now pending in connection with the work of the Census Bureau, requiring postmasters to aid in conducting examinations or tests of applicants for enumerators, and in many places where Federal buildings are headquarters for the census supervisor of the district orders have been received to provide office and room for this work in connection with the custodian service.

General information is sought of the postmaster on a multitude of matters. Among them what documents and articles of merchandise require documentary and proprietary stamps, questions regarding allotments, pensions, war-risk insurance, interest on Liberty and Victory bonds, income and corporation taxes, Government farm loans, naturalization, and dozens of departmental subjects pertaining to the branches and departments of the Government who have no local agent or representative on the ground, thus making this work of necessity fall largely upon the postmaster.

8. *Redemption of war stamps.*—The labor of redeeming war stamps is falling upon the post office. Central accounting offices are now handling and will continue to handle this for the years to come. It involves heavy financial responsibility, and any error may mean loss to the postmaster making the same. Thousands of dollars are paid out at each central accounting office in this way every month, and this will continue until at least January, 1924. Many interim receipts have to be given, and transfers of funds from the money-order to the postal fund are of frequent occurrence to make redemptions possible. No compensation is allowed for this work, which, strictly speaking, is a duty mainly rendered the Treasury Department of the Government as an aid in its financial work of borrowing and repaying money.

We take it that enough has been herein enumerated to make it clear that the second-class postmaster has a real business clearing house if he is a central accounting postmaster. A large number of minor items could be added, by way of contrast to the situation that prevailed when the present salary act was promulgated. The schedule has, therefore, failed to meet modern conditions and is inadequate, clumsy, and unscientific as to proving equal to present demands.

HOW SHALL SECOND-CLASS POSTMASTERS' PAY BE READJUSTED.

The old schedule for second-class offices is based on receipts and was put into effect in 1883. It is as follows:

Receipts of—	Salary.
\$8,000 and not exceeding \$9,000.....	\$2,000
\$9,000 and not exceeding \$10,000.....	2,100
\$10,000 and not exceeding \$11,000.....	2,200
\$11,000 and not exceeding \$13,000.....	2,300
\$13,000 and not exceeding \$16,000.....	2,400
\$16,000 and not exceeding \$20,000.....	2,500
\$20,000 and not exceeding \$24,000.....	2,600
\$24,000 and not exceeding \$30,000.....	2,700
\$30,000 and not exceeding \$35,000.....	2,800
\$35,000 and not exceeding \$40,000.....	2,900

As sales business increases under this schedule the percentage of increase in salary diminishes. While increased sales of \$1,000 will raise the salary of the postmaster from \$2,000 to \$2,100, or from \$2,100 to \$2,200, or from \$2,200 to \$2,300, we then find the gap that has to be leaped increases to a measure of \$3,000 increase in sales to warrant promotion from a salary of \$2,400 to one of \$2,500, while to obtain a salary of \$2,600, sales amounting to \$20,000 must be shown; from this point upward the bounds are \$4,000, \$6,000, and \$5,000 to reach another annual increase of \$100.

Now these tables only take into consideration sales and income of the office, hence are not fairly, justly, nor equitably graded. They may have been well adapted to the second-class offices in 1883, but with expansion of the postal business in city and rural delivery, parcel post, money orders, registry, postal savings, special deliveries, insurance, and hosts of other matters calling for attention every moment during the office day, sales have really become one of the simplest, easiest, and most commonplace tasks of any second-class office. There should be a new schedule and a new classification based on a better and fairer index of the work of the office than mere sales and receipts. If receipts are used in part as a basis on which to estimate pay, then there should be a scale graduated on at least each and every \$1,000 of sales, and proper provision made for extra compensation for other duties necessarily and actually required of central accounting postmasters and those who perform all the work of a custodian of a Federal building.

We suggest that a carefully graduated scale increasing compensation be made, and that it take into account central accounting, custodian service, all activities engaged in, such as number of rural routes supervised, star routes, money orders issued and paid, city or village delivery supervised, population served, and consideration be given to all the real elements that go into the work and into the responsibility and that same be so graded as to provide compensation ranging from \$3,000 per annum to an attained possible maximum of at least \$4,800 for highest paid second-class offices.

An exhibit is set forth in the latter part of this brief showing averages derived from second-class Nebraska postmasters in response to questionnaires as to their opinion on increased cost of living; increase in salary which they believed themselves to be warranted in asking; the retroactive compensation or "bonus" that they thought they had earned the past two years for which no compensation had been given; and taking this average, we find that an increase of \$1,225 plus is asked for by those heard from, and they comprise over two-thirds of the second-class postmasters in Nebraska. They fix by the same average upon \$1,180 per annum as a just sum to be paid them by "retroactive compensation," or as a bonus for work added to their duties and for which no pay was ever provided. This is outside of all war work and patriotic effort and simply to cover their loss by reason of increased cost of living for which their Government made no additional provision, while all other classes were being allowed greater compensation strictly on account of the high cost of living.

The postmaster is a business man, is entitled to be so recognized and so compensated. Comparisons might be set out at great length herein to show that numerous other classes of men privately employed are better paid, when conditions, qualifications, and executive ability and responsibility is measured up and tested out. Bankers, lawyers, physicians, real-estate men, insurance brokers, managers of corporations, having similar duties and no greater responsibilities in our State are commonly paid anywhere from \$3,000 upward in salaries or by way of fees and charges. Income-tax reports show better than mere argument herein that men of attainments and executive ability are in managing positions making better money in late years than formerly. County officials generally have had increased salaries in almost every instance since our schedule was put in effect. Wage workers have been accorded tremendous increases compared with postal workers and a night yard master working for a railroad company in a county-seat junction city may be found drawing larger pay than the postmaster in the same city, who is a central accounting postmaster for the entire county. The local agent of the railroad company quite frequently is paid more than the postmaster. The president of most any bank draws more than the postmaster and has the utmost freedom as to time and outside business.

SPECIAL MATTERS.

We believe that in the enactment of new compensation laws it is quite right to incorporate therein some guaranties of certain rights which the postmaster should have as a matter of right and of law. Among them, in the matter of vacations or "annual leave of absence," we feel that second-class postmasters should have absolutely allotted to them a 30-day annual leave of absence in conformity to the rules of the civil service in many departments and branches of the governmental service; that fixed and definite standards of hours required might easily be worked out and applied to our class; that all official duties should be clearly outlined with reasonable

certainty and some attempt be made to establish fair and just limitations within the physical possibilities. We have letters from postmasters who say they have worked from 10 to 12 hours and as high as 13 hours. If an eight-hour day is reasonable and physically necessary for the health, well-being, and longevity of the city carrier, the clerk, and the other employees, then why not a reasonable guaranty to the postmaster with respect to hours, Sundays, and holidays? This may not at first thought be considered germane to the subject, but it is so closely akin to our compensation that the two can not well be separated from each other. A compensation law could deal with some of these matters with fairness and substantial justice would thus be insured in the matter of labors and rewards.

CONCLUSION AND SUMMARY.

In conclusion we desire to summarize the foregoing and to urge the main points of our claim. We urge substantial increase in compensation as a matter of right. We urge it as a means of maintaining the morale of the service and as a stimulating inducement to contented and efficient administration. Postmasters are human and can not be expected to be at their best when doing extra heavy work and carrying a load of debt, worry and apprehension as to their financial condition. A man works best when free from worry and dread. Many good postmasters have resigned from the service the past year or so. Quite a good many more contemplate returning to private business and professions. Most of them do so entirely for business reasons. Better pay and more equitable arrangements of their conditions will save many well trained men to the service, who would otherwise return to the ordinary avocations with better pay and wider liberties.

SUMMARY.

1. We favor increases of from \$1,000 to \$2,000 per annum as shown by table of "excerpts from questionnaires" appended hereto and the same would constitute a percentage ranging from 50 per cent to 100 per cent, as expressed by the different postmasters.

2. Averaging all opinions received, including the lowest and most conservative, the demand amounts to more than 50 per cent or \$1,225 per annum average increase.

3. We favor a retroactive compensation or bonus to cover past two years, when underpaid, or an average of \$1,180 per annum. Without this we have lost all that increases in living cost us and our families.

4. We favor a section in the compensation law granting 30 days per year vacation or leave of absence as a matter of law and of right.

5. We suggest that some limitations be placed on the hours and days of labor required of second-class postmasters. We do not seek to fix this ourselves but wish to have it defined.

6. We do not ask pay for our patriotic war activities, but only for extra work added outside of same, and a retroactive compensation or bonus to offset the expenditure of practically all our salaries in the mere cost of existence.

All of which is respectfully submitted.

D. C. MORGAN, *Postmaster, Plattsmouth,*
N. J. LUDI, *Postmaster, Wahoo,*
J. H. GROSVENOR, *Postmaster, Aurora,*
Committee.

Number of second class offices in Nebraska, 47.

Number of central accounting offices, 44.

Number not central accounting, 3.

Average salaries of all Nebraska second class postmasters, \$2,331.91.

Average age of second class postmasters, 49 years.

Average number of family and dependents, 4 plus.

Average increase in cost of living since April, 1917 (estimated by postmasters), 52 per cent.

Average increase of salary asked by the second class postmasters favoring an increase in compensation, \$1,225 plus.

Average amount of bonus or retroactive compensation favored for the war period (per annum), \$1,180.

Number of postmasters heard from who do not ask for increased compensation on account of patriotic motives and impulses and economic conditions, 3.

Number of acting postmasters who did not deem it proper to express an opinion at the time, 3.

Number heard from who favor increased pay, 35.

BRIEF SUBMITTED BY MR. L. L. BURKHEAD, POSTMASTER, COLUMBUS, N. MEX.

As representative of the postmasters of the second class of New Mexico, I beg to bring to your attention the subjoined data with reference to the living conditions that obtain in this State, among the postmasters and the postal employees, for your consideration, and trust that you will take into account the following:

THE CONDITIONS PREVAILING AT THE TIME THE PRESENT SCHEDULE OF PAY WAS PROMULGATED.

When the present schedule of postmaster's salaries was made effective, postmasters had little to do beside distributing a few letters, selling stamps, and dispatching the outgoing letters. in the old haphazard way, and little time was necessary for this work, so the postmaster could, if he so desired, embark in almost any kind of business, thus augmenting his salary, which, for the time and the existing conditions, was already ample for his living expenses, with a fair margin to lay aside for a "rainy day."

The postmasters of 1883 were apparently appointed solely because of their political influence in the community, and there seems to have been no thought as to qualifications or fitness for the service.

The present-day postmaster must first be qualified and fitted for the position before his application will be considered; then he must be recommended by the citizens and business men of the community, and unless he is high classed he will stand a poor chance of being appointed.

The postmaster of to-day must be an accountant and have a knowledge of affairs far in excess of that required in the days gone by. He must be conversant with each department of his office and be able and competent to take the place of any absent clerk; he must be able to distribute and dispatch mails which, with the elaborate system now in use, is no easy matter to learn.

THE INCREASE IN THE DUTIES AND THE EXACTING CONDITIONS THAT SURROUND THE WORK OF THE POSTMASTERS OF THE PRESENT TIME.

Since the present schedule of postmaster's salaries became a law there has been added to the work of the post office and to the duties of postmasters as well, an enormous amount of new work, which makes it necessary for the postmasters to devote their whole time to the business of their offices, namely:

- Postal savings system;
- Parcel-post system, including insured and C. O. D. parcels;
- War savings and thrift stamps;
- War tax (internal revenue) stamps; and
- Proprietary stamp accounts.

The postal savings department of the Post Office Department brought into the Treasury Department of the Government, during the year 1918 (see report of Post master General Burleson to the Sixty-fifth Congress, Document No. 1378), a profit of \$1,135,282.61. This is being done by the Post Office Department without cost to the Government and without increase of pay for any of the postmasters or officials who supervise this work.

The postmasters and other employees are handling the war savings and thrift stamp accounts almost exclusively and are selling to the public many millions of dollars worth of baby bonds without added expense to the Government.

The war tax revenue and the proprietary stamp sales are bringing into the Treasury much revenue without added cost to the Government and without in any way increasing the expense of the Post Office Department and in no way adding to the salaries of the postmasters or employees.

The parcel post has added to the work more than we are able to estimate, in weight, while the revenue derived therefrom in the ordinary office is very insignificant and adds but little to the salary of the postmasters, although its benefits to the general public are incalculable.

THE POSTMASTER'S RELATION TO THE PUBLIC AS A REPRESENTATIVE OF THE GOVERNMENT AND THE NECESSITY FOR A SALARY SOMEWHAT ABOVE A BARE LIVING WAGE.

At the present time, as never before, the postmaster is a representative of the Federal Government in his community, and there are obligations resting upon him of which there is no recognition in the schedule of salaries, and although these obligations are not to be found among the "rules and regulations" as "duties to be performed," still they are just as necessary and binding.

The postmaster is "looked up to" in all things relating to governmental affairs, though he were a direct representative of the Federal Government. He must have the respect and confidence of the people in his little community, and he can only keep this by being foremost in all civic and governmental affairs. He must be in the lead or among the leaders, and to do this he must be generous; but how can he be generous or even give meagerly to all the calls made upon him, as a representative American citizen and still live within his salary, which is barely enough to support and educate his family?

THE ENORMOUS INCREASE IN THE COST OF LIVING AS COMPARED WITH THE COST IN THE YEAR 1883.

The prices of commodities in the year 1883 were something like 200 per cent to 300 per cent lower than at the present time, and a comparison would be superfluous, as every newspaper in the United States is full of such comparisons, but we beg to call to your attention the following comparison of the cost of maintaining a family and educating children at the present time and in the year 1883.

In the year 1883 the cost of living and the education of the children, in a family of four, about the average, would be about as follows:

House rent (three rooms), \$15 per month.....	\$180
Heat, light, and water.....	25
Clothing for three or four.....	20
Food, 50 cents per day each (4).....	720
Medical attendance.....	50
Insurance.....	200
Schooling, books, etc.....	50
Charities.....	120
Recreation.....	100
Balance, for investment for old age.....	745

Average salary, postmaster second class..... 2,400

To-day the same family living on the same salary of \$2,400 would show a balance sheet as follows:

House rent (three rooms), \$30 per month.....	\$360
Heat, light, and water rent, 20 cents per day.....	73
Clothing for four, very meager allowance.....	365
Food for four, 75 cents per day each.....	1,095
Medical attendance.....	100
Insurance.....	200
Income tax on salary (three in family).....	12
Charities.....	
Recreation.....	
Tuition, books, railway fare to and from school, actual.....	252
Balance at end of year (minus).....	45

Total expenses..... 2,445

This is a fair example of the cost of living at this time in New Mexico, especially in the mining districts, the experts to the contrary notwithstanding.

If it were not for the fact that some of us own our own homes and have a little income outside of our salary, we would be in debt all the time, and have nothing to lay up for the proverbial "rainy day"; we would not have been able to buy Liberty bonds or to give anything to the Red Cross, the Y. M. C. A., and other charities; we would not be able to occupy the place in our community that a representative of the Government should, and at the end of our term or terms of office, we would have given to our Government the best years of our lives and retire with nothing saved, to be dependent upon our children or friends for support.

COMPARISON OF SALARY SCHEDULE AS BETWEEN OFFICES OF THE THIRD CLASS AND OFFICES OF THE SECOND AND FIRST CLASS.

The postmasters of the first and second class are required to give their entire time and attention to post-office work, and are not permitted to engage in any outside business, while the postmasters of the third class may enter into any line of business their fancy dictates, and, under ordinary circumstances, devote the greater part of their time and talents to their private affairs.

Whether it was the intention of the promulgators of the salary schedule of 1883 to allow postmasters of all classes to engage in outside work or not, I do not know, but the order now is that postmasters of the first and second class must not engage in any other business, and they are now solely dependent upon their salaries for a livelihood, and, indeed, there is no time for anything else.

A postmaster of the third class is allowed, in addition to his salary, 3 cents on each money order he writes, and offices that have reached the third class ordinarily write from 5 to 10 orders per day, and I have no doubt that offices doing a business of from \$7,000 to \$8,000 per year will write from 15 to 20 orders per day, which will augment their salaries from \$150 to \$200 per year, which would place him in the same class, so far as salary is concerned, as that of a second-class postmaster who is doing a business of \$10,000 per year.

Not only this, but this same postmaster of the third class will have the time, without overworking, to open a news and cigar stand and augment his salary by \$2.50 or \$3 per day and earn in profits more than is possible for a postmaster of the second class, although he does a business of \$40,000 per year.

We are not using this argument in favor of allowing all postmasters to augment their salaries by outside work, for with the increase in work and responsibility, there is no time left for other business, but we are trying to show that the present method of fixing the salaries of postmasters of the first and second class is not as it should be, and does not allow for the greater amount of work, the greater ability necessary, nor the greater responsibility.

The postmaster of the second class is more closely tied down to the work of the office than a postmaster of the first class, although he does not have as great responsibilities, for the postmaster of the first class has from 10 to 25 divisions to his office and a competent head to each division, while the postmaster of the second class must handle all this detail work, and, besides, he must do the work and take the place of a clerk.

READJUSTMENT OF SALARY SCHEDULE.

We believe that postmasters should be paid enough for their work by the Government, that they might reasonably expect to save from their salaries at least 20 per cent of the total amount received by them.

We believe that postmasters of the second class should receive a minimum salary of at least \$3,000 per year, and the salary schedules be so arranged that they would receive a certain per cent on the actual sales of their offices, for it is not inconceivable that an office of the second class might fall short of a higher scale by such a small amount that the office would be doing practically the same business as an office receiving a higher scale; for example, an office of the second class, doing a business of \$19,900 would receive (under the 1883 schedule) a salary of \$2,500, and an office doing a business of \$20,100 would pay the postmaster \$2,600; so it will be seen that while practically the same work is done, the salaries are not the same, nor in any way proportionate.

We believe that a fairer arrangement would be to make a \$10,000 business the starting point for second-class offices, and \$50,000 be made the maximum limit to second-class offices; that is, offices doing a business of less than \$10,000 be placed in the third class, and offices doing a business of \$50,000 and over be placed in the first class, and the schedule of pay for offices of the second class be arranged something on the order of the following schedule:

Second-class offices.

Volume of business.	Minimum salary.	Plus 6 per cent on actual sales between—
\$10,000 to \$20,000.....	\$3,000	\$10,000 and \$20,000.
\$20,000 to \$30,000.....	3,600	\$20,000 and \$30,000.
\$30,000 to \$40,000.....	4,200	\$30,000 and \$40,000.
\$40,000 to \$50,000.....	4,800	\$40,000 and \$50,000.

It will be noted that a regular increase of \$600 salary for each \$10,000 increase in business has been assumed as a basis.

We believe that an office should receive credit for every dollar of business it does, so that if an office does a business of \$15,000 the postmaster should be paid the minimum

salary of \$3,000, plus 6 per cent on the extra \$5,000 business, which would make the salary of a postmaster doing a \$15,000 business equal \$3,300.

We believe that a schedule might be arranged along these lines, and many of the undesirable features of the old schedule be eliminated.

By the committee:

JUDGE E. V. LONG,
Postmaster, East Las Vegas, N. Mex.
 W. C. BRANNIN,
Postmaster, Raton, N. Mex.
 JAMES L. SELIGMAN,
Postmaster, Santa Fe, N. Mex.
 SUSANO ORTIZ,
Postmaster, Las Vegas, N. Mex.
 R. A. DODSON,
Postmaster, Tucumcari, N. Mex.

Representative:

L. L. BURKHEAD,
Postmaster, Columbus, N. Mex.

RAILWAY POSTAL CLERKS.

Mr. BELL. The next to be heard are the railway mail clerks. The first speaker on the list is Mr. George H. Fair, Topeka, Kans.

STATEMENT OF MR. GEORGE H. FAIR, TOPEKA, KANS.

Mr. FAIR. Mr. Chairman, before I forget it I would like to file a statement on behalf of the clerks of the Kansas City district in regard to the matter of surplus clerks. I have already filed with Mr. Beasley copies of a printed brief with regard to this matter.

Mr. Commissioner, in representing the railway postal clerks of the seventh, the eighth, the eleventh, and the fourteenth divisions who have representatives at this hearing, we considered it advisable to divide the subjects, or subdivide the subjects, and assign each part to one of the representatives of a division, so that a more full discussion could be had on these separate parts, than to allow each one to discuss the whole scope of the matters in which the clerks are interested. So it has come to me to take up the two questions, in the matter of legislation in behalf of the railway postal clerks, that are, perhaps, of the most vital importance to us at this time, or in which we are most vitally interested.

The first one of these is the matter of a single classification. Now, I will talk as fast as I can and try and not run over the time, but I may beg your indulgence for a minute or two to finish up.

Along in 1912, when the reclassification law was passed, the law of August 24, it was deemed advisable, because of certain differences that existed in the character of the runs in the service, to provide an A, B, and C class of runs. The class A runs being the lighter, the class B being intermediate runs, and the class C the full lines, ranging from one car or a part of a car to a train of several cars.

Since the adoption of that law the parcel post has become a part of the service, and the terminal system has also been added, things that could not be anticipated or provided against in the reclassification law. They have brought so many changes in the administration of the law in regard to the changing of salaries, reducing the salaries of clerks, changing the classification of the railway post offices, and reducing them downward that the clerks have reluctantly come

to believe that the only remedy for those conditions is the adoption of a single classification.

Now, Mr. Commissioner, by a single classification we mean that when a man is appointed to the Railway Mail Service, whether he be assigned to what is now known as a class A run, class B run, or class C run; whether he be assigned to a terminal railway post office or assigned to transfer duty, that he shall have a fixed pay, and that pay shall be the same for him as it is for any other clerk anywhere in the service in the United States. [Applause.]

Now, it may be urged that the men on the lighter lines are not entitled to this higher classification. In answer to that I want to say that the man who is serving the Government of the United States is entitled to a decent, respectable living; he is entitled to enough money to educate his children; he is entitled to do all that his brothers in the service anywhere should do, and the service he performs on the light lines is just as important a service as that performed on the heavy lines. True, there may be differences; he may live in a small town where the matter of living, in certain things, is cheaper; but we believe that the advantages of a single classification will more than offset any objection that can be urged in favor of the present standard as it has been administered.

Now, that is not a criticism of the Post Office Department or the policy of the Post Office Department, but it is a condition that has grown out of things that could not be anticipated at the time the present classification law was passed. And so we are asking that there be the single standard established in the service and that the pay of the clerks be materially increased, at least as far as the lower grades are concerned—in fact, we are asking for a substantial increase in pay all through the grades, but particularly as far as the men in the lower grades are concerned.

Now, let me illustrate a moment what we mean by the single classification, as the present system operates.

The terminals, established in 1913, I think, were established as class C terminals. Men were taken off the road because the mail was taken off the road and put into the terminal railway post office for distribution. The clerks followed the mail and were transferred to the terminals as class C distributors at \$1,500. In 1914 or 1915 the Postmaster General, for reasons that I need not go into now, reduced the classification of the terminals to class A, and thereby automatically reduced the pay of every \$1,500 distributor in those terminals by the sum of \$300. This condition has put into the hands of the officials of the Post Office Department the right or the power to determine the salary that a clerk shall receive by classification—by adjusting the classification of the run or the terminal post office to which he has been assigned. A single classification would remove that objection.

Now, there is one other impression that, I am told, has gained credence in Congress, that I would like to correct before I leave that part of the subject, and that is that no matter whether a clerk enters as a class A, class C, or class B clerk, eventually he becomes a member of class C with the higher pay of that class. That is not correct. A clerk who enters the service on a class A line remains on a class A line unless he is transferred by proper authority. There is no auto-

matic passing from the one class to the other and higher classes, although a provision has been made by which he could reach the transfer by meeting certain conditions. It is not automatic.

The other question—and I must hurry along—is the matter of overtime, and by overtime we mean the time that a clerk gives to the Government because of his delayed train or because of such extra duty as may be required of him by his supervisory officials. The matter of overtime presupposes, of course, a standard day as a basis upon which to compute overtime. But in the Railway Mail Service we have as yet no such thing as a standard day, although the matter has been submitted to Congress on various occasions, with the request that we be granted a standard day for all lines of the service. As nearly as I can learn, Mr. Commissioner, without making the statement as a positive one, the present rule of the department is that a railway postal clerk on class C lines shall put in six hours and forty-five minutes per day on road duty; that clerks on class B lines shall put in seven hours per day of road duty, and that clerks on class A lines shall put in seven hours and a half of road duty, the difference between that time and the eight hours per day required being devoted to work that must necessarily be done in the interest of the service but done outside of the car. And so we take the standard day as fixed by the supervisory officers of the service, and they adjust the matter in this way: On the set of trains on which I run there are four crews and a half. The hours of duty are too long for four, not long enough for five, and so we have what is known as a "swing crew." On another set of trains on the road there are four crews, because their hours of duty are only sufficient to justify the four crews. That makes a standard day, as far as we are concerned, and is on the basis of eight hours per day for 306 days, or 2,448 hours per year.

Now, trains run late. It is unavoidable, of course, but we are putting in more than the time required of us by the Government when trains do run late. During the month of July, in the last half of the last calendar year, I put in 11 hours and 48 minutes of overtime by reason of delayed trains. In August 10 hours and 31 minutes; in September 13 hours and 16 minutes; or a total in that quarter of 35 hours and 35 minutes. Divided by eight that is the equivalent of 4 days, 3 hours and 35 minutes. In October I put in 14 hours and 57 minutes. Then came the trouble in regard to the coal strike, and in November I put in 35 hours of overtime because of delayed trains, and in December 36 hours and 42 minutes, making a total of 13 days, 2 hours and 39 minutes in the last quarter, or about 18 days in the six months that I devoted to overtime because of delayed trains. In addition to that, our supervisory officers require of us extra duty during the Christmas time.

Now, we recognize—and your committee is fully advised of the proposition—that during the Christmas time there is work which must be done by men who are acquainted with that class of work, and consequently we are not finding fault when we are asked to help handle the heavy Christmas mail; but we do think, as the Government is gaining an increased revenue from this class of matter, that it is hardly the fair thing to do to ask the employees to handle the matter, paying their own expenses, and do the work without any extra compensation.

Now, during the Christmas season just passed—and it applies to other men on other lines and in this whole section of the country—we did extra duty. On the trains in which I run the swing crew was taken off and we were moved up a day, which was equivalent to eight hours of extra duty. We were ordered to report for duty one hour earlier in the evening, which at the end of three trips made three hours of extra duty. We made a round trip of 24 hours of extra duty, or all told we spent 35 hours of extra duty by order of the chief clerk.

For this we received no compensation whatsoever.

Now in the brief submitted I have discussed more at length the certain things in regard to the way in which overtime has been adjusted heretofore, and we are asking you to take into consideration, as the commission, and as being familiar with the conditions in the service, the matter of paying the clerks overtime for the time that they put in, either by delayed trains or because of extra duty required of them by their supervisory officers.

I believe, Mr. Commissioner, that if you will do these two things, if you will establish a single standard for all of the men in the service everywhere, so that a clerk will know absolutely the pay upon which he has to depend, instead of living in the dread of having his pay reduced by a reduction of his line or the discontinuance of the service; and if you will pay him for the overtime that he must necessarily put in, you will have done more to restore the morale of the service that has been impaired during the last three or four years, than you can do by any other act, except the increase of pay, which will be discussed by some of the other members of this delegation.

Now, the only object in asking for this increased pay for overtime at "time and a half" is that unless an employer of labor is penalized to some extent for working a man overtime, it is as cheap to pay one man for working the additional four hours as it is to put another man in his place; but if he is required to pay, in addition to paying overtime, an extra charge for the time, he will have another man to take the place. In that way we will meet the condition as it exists now, and the men will be very well satisfied, I think.

Now, just one moment more. I received through the mails a letter signed by a clerk on the Omaha & Colorado Springs line, in which he is reciting certain items of overtime that have been performed by clerks on that line. It is not in shape to file, and if you will allow me I will read it to you. [Reading:]

Henry Goodrich began work at 3.10 p. m., December 20, at Omaha; ceased work at McFarland at 3 a. m. of the 22d; on duty 36 hours.

J. Morin began work at Omaha at 3.10 p. m. December 21; ceased work at Omaha 11.15 p. m., December 22. On duty 31 hours.

C. W. Miller began work at Omaha December 20 at 3.10 a. m.; ceased work at McFarland the morning of the 25th. All of the rest he got was an hour occasionally on the tracks in a cold mail car. He did not have his clothing off during that time.

I have nothing to say as to the truth of the statement. That is a matter that was sent in and I submit it for what it is worth, as an illustration of what we are sometimes called upon to perform.

The briefs, I think, Mr. Commissioner, if you will go through them, will show you more fully exactly the things that we want, and I have included a prayer for relief, a general prayer for relief, expressing as briefly as I can the wishes of the clerks of this service with regard to the various matters in which we are interested. I thank you very much.

Mr. Fair presented the following brief:

BRIEF SUBMITTED BY MR. GEO. H. FAIR.

HON. JOHN A. BANKHEAD,

*Chairman Joint Congressional Commission on Postal
Salaries, and Members of the Commission.*

GENTLEMEN: In an earnest desire to aid the members of this committee in reaching a conclusion in the matter entrusted to them, it is difficult to determine what to add and what should be omitted. We might dwell at length upon the loyalty and patriotism of the men of the Postal Service during the Great War and of the sacrifices made by the employees of that branch of the Government service both at home and in foreign lands. But we believe that the committee is fully advised as to these things. We will speak later of the matter of a living wage for all postal employees, a wage that will enable them to maintain a standard of living of which they need not be ashamed. And when the matter is reduced to its simplest form it becomes a question of proportion. If the salaries fixed by the basic salary law approved August 24, 1912, were fair and reasonable salaries then, a fair and reasonable salary now would have kept pace with the increase in the cost of living.

1. In presenting the matter of permanent salaries for that branch of the Postal Service whose employees we represent, it is not necessary to go into the details of the organization or functions of the Postal Service. We recognize the fact, also, that many difficulties will arise in the effort to establish a fair and equitable wage system. In the Rural Free Delivery Service there are differences of climate, of roads, and length of routes to be considered. In the post offices there are the various classes of employees in towns and cities of different sizes in all parts of the country. In the Railway Mail Service there are four classes of employees, viz: The supervisory force, the men who are performing service in the railway post-office cars, the clerks who are assigned to the terminal railway post offices and those who are detailed as transfer clerks.

2. *Basic-salary law.*—It is one of the peculiarities of the Railway Mail Service that no two runs are exactly alike. They range in character from the light one-man run to the great mail train of several cars and 25 or more clerks. On some of the short runs the clerks make two round trips per day and are home for each meal. Other railway post-office lines are hundreds of miles in length and the clerks have heavy work in both directions. It was these differences, and the desire to equalize them to some extent that led the Congress to pass the law of August 24, 1912, providing for the classification of runs, making the "A," "B," and "C" classes that now exist in the service. This law also provided for 10 grades of clerks, whose pay ranged from \$900 for the entrance grade to \$1,800 for clerks of grade 10. At the time the law was passed these were reasonable salaries and the men were satisfied. A good class of men were coming into the service—men with sufficient mental and physical ability to stand the strain of this service. Men were attracted to the service by the successive promotion feature of the law. The law also opened the way to the supervisory positions of the service. This law provided for successive annual promotions of \$100 per year up to \$1,500; and in 1914, "before the war," \$1,500 per year was comparatively good pay for skilled labor. In fact, as conditions were in October, 1912, when the law became effective, and for some time thereafter, the men were satisfied.

3. *Terminals established.*—Then things began to change. As a result of the law authorizing a parcels post system, the department established a system of "terminal railway post offices" primarily for the purpose of handling parcel post and "blue tag" matter. It was soon discovered that floor space in the "terminals" was much cheaper foot for foot, than space in railway post-office cars. As a result, other classes of mail were transferred to the terminals for distribution until every piece of mail of every kind that could be worked in the terminals was sent there. For example, in the Kansas City terminal distribution to carriers is made of Los Angeles city mail. On many railway post-office lines advanced distribution was discontinued in whole or in part, the distribution being performed in the terminals. In some cases this resulted in the loss of a crew to the railway post-office line affected; in some other cases it meant the loss of a part of a crew, either by the reduction of the number of men in a crew, or in the number of crews assigned to a particular set of trains. In some cases it led to a reduction in the classification of the lines affected. The clerks taken from the lines so affected were transferred to the terminals without loss of pay, at that time. Some of them were required to change their place of residence because of the new conditions of their service.

4. *Legislation against strikes.*—The post-office appropriation bill approved August 24, 1912, contained a provision known as "the Lloyd bill." That bill contained a provision "forbidding a strike, or affiliation with any organization that imposed a duty

to strike" upon the part of the postal organizations. This law has never been repealed. Then, too, our position is different from that of our coworkers, the railroad employees. The method of our entrance into this service is prescribed by law. We have taken an oath, the usual oath of the Federal employee, to do certain things. We are also bonded employees. The rate of our pay is fixed by law and can only be changed by act of the Congress. Neither the President nor the Postmaster General has authority to increase that pay except in the manner and within the limits prescribed by law. Any "more-pay-or-a-strike" ultimatum must be directed to and be acted upon by the Congress as the only body having authority in the premises. A "higher-pay" strike, therefore, would not be against Mr. Burleson as Postmaster General, but would be against the Congress as the representatives of the people of the United States.

5. *Must appeal to Congress.*—Because we are thus prohibited from using coercive measures to secure any manner of relief, however reasonable, it would seem that the Congress is of necessity required to give consideration to requests for relief. An appeal to Congress is our only method of procedure. At different times in the past the clerks have appealed to the Congress for relief. In 1913 the president of the Railway Mail Association appealed to the Congress from a decision of the Post Office Department regarding the salaries of clerks in charge. In 1915 the presidents of the three postal organizations appealed to the Congress against the department's plan for biennial promotions. The Congress granted the request of the president of the Railway Mail Association that a substitute who had served 313 days be appointed a regular clerk. The clerks asked that when a line was discontinued, for service reasons, that pay of the clerks affected should not be reduced, and the Congress legislated accordingly. And it is not in the legislation itself, but in the construction of it by the Post Office Department that the causes of complaint have arisen.

6. *Qualifications.*—In order to make a good postal clerk a man must be sufficiently educated and of such mental ability as will enable him to meet the requirements of the service in memorizing the location and the supply of the post offices in his territory. To make a good road clerk he must be alert and be ready at all times to act in any emergency that may arise. He must be physically fit, for only the men who are fit can endure the long hours of duty at high tension that comes at times to the men of the Railway Mail Service. In addition, it is a regular occurrence that clerks must put forth intense exertion for certain periods of each trip in loading and unloading the mails, each man working to his limit. There is a strain, both mental and physical, in standing, at work, in a moving train. And when, in addition to this strain, two clerks load, sort, and pile from 5,000 to 20,000 pounds of mail at the initial terminal, the need of men physically strong becomes apparent.

6½. *Years of study required.*—A clerk can only become proficient after several years of study and experience. Not many of the learned professions are more exacting or require more study. A substitute gains this knowledge by study at home, by service upon the various lines or in the terminals. The more exact and extended knowledge comes after a regular assignment has been secured, and it is acquired by study and experience. The railway postal clerk has been compared to the railway trainman. The similarity exists in that both are assigned to a certain set of trains and run between certain fixed points. But the comparison ends here. For the postal clerk there is no intermission between stations unless his distribution is completed. For him there is no respite from the study of schemes and schedules and the correction of schemes not memorized. A railroad man must know the stations of the road upon which he runs. Beyond that he is not concerned. The postal clerk must know all of the offices in a given territory, and must know the quickest method of reaching that office in case of delayed trains or broken connections. A passing grade in a high school or college is 75 or 80 per cent. The passing grade for a postal clerk is 98 per cent and the general average of the regular clerks is higher than that. In the technical part of his work he stands alone among the postal employees.

RAILWAY POSTAL CLERKS.

7. *Efficiency.*—To secure efficiency in any service there must be a spirit of service; in the Army they call it morale in the men of that service. This greatest of all assets in any service can not be secured unless the employees have abiding confidence in the fairness of their employer. They must feel that their efforts are appreciated and that they will be suitably rewarded for them. A failure on the part of either to do justly spells the beginning of trouble. A part of our work must necessarily be performed under a great many disadvantages; but to the clerk this is a part of the day's work—an incident of the service, if unavoidable. But it follows that when the postal employee devotes his life to the service, with only a moderate compensation to reward him, he is prone to make comparisons with men in other vocations.

...the fact that the salary of a clerk in a terminal railway post office is not as high as that of a clerk in a regular post office. This is due to the fact that the work of a clerk in a terminal railway post office is not as heavy as that of a clerk in a regular post office. The work of a clerk in a terminal railway post office is to receive and deliver mail, and to perform other duties which are not as heavy as those of a clerk in a regular post office. Therefore, the salary of a clerk in a terminal railway post office is not as high as that of a clerk in a regular post office.

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THE TERMINAL RAILWAY POST OFFICE.

13. In gathering data relative to salaries in terminal railway post offices to present to the commission we have endeavored to bring out all facts which might be helpful in determining an equitable readjustment of such salaries. A clerk in a terminal railway post office is a railway postal clerk, and all of the conditions required of the men who perform service upon the trains are applicable to the clerks in the terminals. In fact, many of the terminal clerks are road clerks who have been transferred into the terminal post offices for some reason. Others of them are substitutes who are

waiting for a transfer to road duty. We find, after a thorough investigation, and we respectfully submit for your consideration:

14. *Inadequate salaries.*—(1) The present salary of terminal and transfer clerks is inadequate. Under the present salary law clerks in terminal railway post offices are of six grades—from grade 1 at \$1,100 per annum to grade 6 at \$1,600 per annum. These figures include the war bonus of \$200, which became effective July 1, 1918. There are higher grades for the supervisory officials.

15. (2) The average salary in class "B" terminals, and nearly all terminals are in low class "B," is \$1,250 per annum, or \$104.33 $\frac{1}{3}$ per month, according to the statistics furnished by the Post Office Department.

16. (3) From an exhaustive study of questionnaires sent to all clerks in the Kansas City, Mo., terminal it was found that the clerks were paying for the actual necessities of life an average of \$128.22 per month. This does not include incidental expenses nor any allowance for recreation or savings.

17. (4) In order to maintain a proper standard of living the wives of many clerks, and the children of some, have been compelled to seek outside employment. Other clerks had been required to draw upon the savings of other years. Some receive assistance from relatives and some expend the income derived from outside sources.

18. (5) A large number of clerks who have no outside income and those who have exhausted their savings are forced to live in undesirable localities. They are not able to purchase sufficient or proper food for their families nor to clothe them decently. They enjoy no recreation.

19. *Many resignations.*—To show the labor "turnover" and the difficulty in keeping men in the service at the present wage, we invite your attention to the following statement: In April, 1918, a card index roster of the clerks in the Kansas City terminal was put into use. When a clerk left the terminal for any reason his card was placed in a separate file marked "ceased." This file, on October 14, 1919, contained 656 cards. The number of clerks employed in the Kansas City terminal is 270. This indicates a turnover of the entire force every eight months. In this connection may we quote again from the report referred to in paragraph 7:

"It is true that the separations from the Postal Service are not numerous in the grades above \$1,600 per year, but this does not prove that those salaries are adequate. It shows, rather, that men who have been in the service long enough to have attained those salaries have become so wedded to their duties as to unfit them for transfer to private employment, so that while they are almost perforce compelled to remain in the Government employ, they do so with ill-concealed dissatisfaction. In the grade below \$1,600, where the larger number of separations takes place, the men have not become so thoroughly specialized in postal work as to increase the difficulty in seeking other employment, and consequently their separation from the service is more easy, and they take advantage of this fact in enlarged numbers."

20. *Promotion of clerks.*—Prior to July 1, 1917, many clerks were required to substitute for four or five years at the lowest rate of pay for the time actually employed. This was through no fault of their own, for good records and efficient service were given no consideration. At the same time other substitute clerks from more favored localities were given appointments after a few months of service as a substitute, and as a result they are at present several grades ahead of older and equally efficient clerks.

As a concrete example of the injustice done many clerks who were substitutes prior to July 1, 1917, O. E. Jasper and C. O. Erickson, both now in the Kansas City terminal, entered the service as substitutes within 10 days of each other in 1913. Mr. Jasper was appointed a clerk of grade 1 in 1914, just before the department ceased making appointments. Mr. Erickson was left on the substitute list. On July 1, 1919, Mr. Jasper, having been designated as a "clerk in charge within a tour," was promoted to grade 5, and Mr. Erickson was promoted to grade 2 on the same day.

21. Being in the railway branch of the postal service, the work these clerks did during their long substitute period was for the most part away from home, where they had to buy their subsistence out of their salary, which was at the rate of \$75 per month for services actually performed, and which did not actually average \$55 per month during the first three years.

22. It is true that some runs paid a small travel allowance, but the same was based upon the needs of the regular clerks in that assignment and was often but 25 cents a day. From the foregoing statements—and we ask that you investigate the conditions herein set forth—it is evident that these clerks, during their substitute period, have not received a living wage.

23. *The law of 1917.*—Congress recognized the injustice of the indeterminate substitute period and in 1917 enacted a law, effective July 1 of that year, giving permanent appointment to a substitute after 313 days of service. He was to receive regular annual promotions thereafter. However, this law gave no relief to those who had served as a substitute for four or five years previous to the enactment of this law.

We think the law is proper and just to the men now coming into the service, but we believe that it should be made retroactive, so as to give full credit for all time served by those who were substitutes at the time it went into effect.

24. There are several of these clerks in the Kansas City terminal with from five to seven years of satisfactory service to their credit, who received their promotions to grade 2, at \$1,200, on July 1, 1919. One of the men who has served seven years has not been able to buy a new suit of clothes during that time; another has been unable to buy a suit in six years; and still another has been able to buy only one suit at that time, and that was a two-piece suit he got for \$5 from a relative who went to the war. In fact, they are anything but the happy, contented workmen one would expect to find in the employ of the Government. There is scarcely one of them who feels that he makes a respectable appearance. It naturally follows that their families have suffered also. The United States Department of Labor has just completed an investigation covering 11 representative American cities, which shows that an average family must have \$1,800 per year to properly maintain life.

25. It was the injustice suffered by these clerks which was the cause of the law quoted above (par. 23). But in order to give justice to all of those for whom it was intended all clerks who were substitutes up to and including June 30, 1917, should be given a promotion of one grade for each year of service in excess of the 313 days required by the law. In addition they should be given back pay for such promotions as they would have received under the law and compensation for time lost through no fault of their own after serving 313 days as a substitute. A general salary increase, unless retroactive, will not remedy the matter complained of nor give these clerks that which they feel is rightly due them. They would still be several grades behind their more fortunate fellows in the race, as well as short financially.

26. There are clerks who transferred into the terminals with the understanding that those terminals were to remain as "class C," the same as when the transfer was made. Later the terminal classification was reduced to "A," the lowest. This action automatically reduced the maximum terminal pay by \$300 per year, and the clerks who transferred voluntarily have suffered financial loss. Other road clerks were arbitrarily transferred to the terminal railway post offices, and they too have suffered financially.

27. During the years these men were deprived of earned appointment and promotion, as above set forth, the Post Office Department turned back to the Treasury an unexpended balance of approximately sixty millions of dollars, exclusive of the extra postage collected during the war. It is estimated that less than \$5,000,000 would be required to meet this item of back pay for those to whom it is due.

28. Since terminal railway post offices are located in the larger cities it is evident that the highest paid terminal clerks receive less than a living wage. (See par. 24.)

29. Clerks in terminal railway post offices at present are required to work eight hours per day or 48 hours per week. They are required to prepare case examinations, study and correct schemes of distribution, correct schedules, and attend to all official correspondence outside of working hours.

30. Questionnaires submitted by the clerks in the Kansas City terminal show that these clerks are required to spend an average of six hours per week in necessary outside study. Road clerks are allowed time for study; clerks in the offices of the superintendent and chief clerks of this division work 44 hours per week and do not prepare case examinations or correct schemes or schedules.

31. Most industries recognize the 44-hour week. A 44-hour basic week with six hours' allowance for study is, we believe, the number of actual working hours that should be required of terminal clerks.

32. Another matter which needs adjustment, on account of the unfairness, is that of promotion to clerk in charge. Clerks who are promoted to be clerks in charge should be immediately advanced to the maximum salary of the assignment, instead of being required to spend several years in reaching it. Their duties and responsibilities are the same on the first day in the new assignment as they will be after any number of years spent in it, and the pay should correspond to the duties and responsibilities involved.

33. In the Kansas City, Mo., terminal railway post office the maximum salary of the clerks in charge of tours is grade 10 at \$2,000; of the clerks in charge of units within the tours, grade 8 at \$1,800; and the clerks are grade 6 at \$1,600. Of all the clerks in charge of tours, two are grade 10 and the third one is grade 8 solely on account of the length of service in the assignment, although he has been a clerk in charge in the assignment for a year and a half.

33½. Of the clerks in charge within tours, 13 are authorized in grade 8, and 2 in grade 7, of whom 5 are grade 8, 2 are grade 7, 5 are grade 5, leaving 3 vacancies which will probably be filled in the near future by the designation of 3 grade 5 clerks as clerks in charge within tours. The duties of all of them are the same. None of these

clerks in charge of grade 5 will receive any increase in pay over what he would have received as a clerk until after July 1, 1921, and they are at a further disadvantage in so far as the department will not allow any clerk in a supervisory capacity to receive any pay for overtime work no matter how badly his services are needed nor to what good advantage they could be utilized, while a clerk is allowed to work overtime, within a certain limit, and to receive extra pay for it, making his salary larger than that of the clerk in charge under whom he works. In such cases a promotion to clerk in charge is a penalty rather than promotion. This complicated and unsatisfactory system of promotion emphasizes the necessity of a single classification plan, based upon annual automatic promotions.

34. *Overtime.*—In the terminal railway post offices the pay for overtime service (at present) is based upon 365 workdays per year. We contend that 306 days (365 days less Sundays and holidays) should constitute a year's work and should be the basis for determining overtime pay. In general, industries pay time and a half for overtime and double time for Sunday work. Overtime or Sunday work constitutes a sacrifice on the part of the worker and should not be required except in case of an emergency. If conditions make overtime or Sunday work necessary, then the employer should also make some sacrifice in the form of increased compensation.

35. *Sanitary conditions.*—The sanitary conditions of the Kansas City terminal railway post office are very poor. Clerks work under artificial light at all times. Toilet facilities are wholly inadequate. The air is laden with dust and disease germs. Terminals should be placed in buildings permitting the use of natural light when available. Large and sanitary toilets and locker rooms should be provided and the dust should be removed by means of exhaust fans.

TRANSFER CLERK'S DUTIES.

354. A transfer clerk must have a complete knowledge of the space system. He must know the space authorization of the different trains that arrive and depart at the station where he is assigned. He must know what to do in case an oversize or an undersize mail car is operated. If a train is annulled he must know what to do in regard to loading the delayed mail on a following train. In loading mail in storage cars he must supervise the loading of the mail and see that the car is loaded to space capacity and the separations are made properly. In the various irregularities that occur in the operations of trains he must know how to handle the mails according to the space system. It is very often possible to save money for the Government by reducing the amount of excess space occupied by mails in outgoing trains, also to cut out regular authorized storage cars when not needed. He must be able to correctly estimate the amount of mail to be loaded in outgoing trains and make requisitions for additional storage cars or excess space to accommodate the mails which are to be received from incoming trains and other sources. These requisitions for additional space must be made from the railroad companies in ample time to enable them to furnish the additional space. It is often necessary to make requisitions before the arrival of heavy connections. He must have good judgment in regard to making requisitions for space, or he may ask for additional space which will not be used, causing the department to pay for unused space. In addition to this, the Postal Laws and Regulations says: "Transfer clerks shall supervise the handling and transfer of mails at railroad stations, to keep themselves thoroughly informed relative to the routes over which mails shall pass that are transferred at that point. Keep themselves correctly informed of the hour of arrival and departure of all trains upon which mails are carried. Notify their chief clerk or superintendent in writing of any changes of schedules which affect mail connections and perform such other work (such as filling runs, furnishing supplies, etc.) as may be directed. They shall also keep a record (daily) of all failures of railroad trains to make their regular connections and all irregularities in the transmission of mails." As was stated before, their work is largely of a supervisory nature and they should have a correct general knowledge of all subjects regarding the mail service. All of this is set forth in order that the commission may understand the necessity of filling these positions with competent men.

LEGISLATION REGARDING REDUCTIONS.

36. *Reduction of classification.*—At a time when railway post-office lines were being reduced in classification the representatives of the employees secured from the Congress a law which provided that where a line was reduced for service reasons the pay of the clerks affected should not be changed. The argument used in securing this legislation was that where a clerk had secured a certain grade in the service he should not lose that standing for reasons not within his own control, and that he should retain his position on his line. This is practically the rule governing railroad employees in similar cases. But the department in such cases required the clerks affected to choose

whether they would accept a voluntary reduction in order to stay on the line or whether they would elect to become "surplus clerks" of the grade they then held. If a clerk elected to become a surplus clerk he was retained upon the line until a vacancy of his grade occurred in the division. He was offered that vacancy regardless of the effect upon him financially. Frequently it necessitated a change of residence. If he refused to accept this transfer he was reduced to the grade called for by the assignment he held upon his former line.

37. The clerks in this service insist that the interpretation put upon this law by the Post Office Department was not in accord with the intent of Congress. As a result of such interpretation of the law many clerks have been compelled to move, often at a financial sacrifice, and other clerks, the senior men of their grade upon their lines have been kept from a well-earned promotion by the assignment of a "surplus" clerk to a vacancy upon a line entirely foreign to that to which such surplus clerk belonged. Upon one line running out of Kansas City there are such "surplus" clerks in charge who have been transferred as above described who are juniors in the service to the senior clerks of the next lower grade on the line and who would have been entitled to the promotion. And now, after all of these changes have been made, after many clerks have been thus reduced in grade or transferred, the rule has been changed and a clerk on a line that has been reduced in classification is not reduced in pay; neither is he put upon the surplus list nor required to move. This is the result for which the clerks have always contended and to secure which they asked Congress to pass the law above mentioned. We think the clerks who have suffered financial loss in such cases should be reimbursed.

38. *Affecting substitutes.*—This subject has been discussed at some length under the subject "Terminals," but we would add a little more. By the law effective July 1, 1917, a substitute after 313 days of service was to be given a regular appointment. As there were but few appointments being made to regular positions in the Railway Mail Service this law was passed to correct a hardship. A substitute served there for four years and there seemed to be no future for him. The service, the number of clerks in the service, was not being increased. Under this law it was possible to appoint a substitute to a regular position in the service, place him in the line of promotion, and give him the benefit of the successive promotions as they became due. This was the intent of the law. The department decided that this substitute became, after his appointment, a "clerk unassigned." He was given work when there was work to do, but he was not given his regular promotions as they became due. We earnestly ask that this condition be remedied, and that these men who have been substitutes through long years of patient waiting be given the successive promotions which we believe to be due them.

39. *Failure of promotion.*—In the administration of the law making provision for the fiscal year ending June 30, 1919, it was held that because of the provision of the basic-salary law that "no clerk shall be promoted more than one grade in one year" any clerk having a successive or meritorious promotion due could not receive the promotion and receive in addition the "war bonus" of \$200. As a result of that ruling the successive promotions due under the provisions of the basic-salary law were not made during the last fiscal year. The men of this service believe that it was the intention of the Congress to give to each clerk a bonus of \$200 in addition to any promotion to which he might have been entitled under the law during that year. If such was the intention of the Congress we ask that this matter be adjusted and the clerks be given the promotions and pay due them.

40. *The "war bonus" of 1919-20.*—If the increase in pay of \$100 per year granted to the men of the Postal Service effective July 1, 1919, is a "war bonus" and not a change in the salary law, then the clerks contend that the department erred in the interpretation of that law. We contend that this increase was a bonus and that the Congress intended it as such. The department has construed the law so as to exclude from participation in its benefits any clerk who failed to come up to the standard requirements for meritorious promotions. We have not been able to find that the Congress has changed in any manner the basic-salary law of August 24, 1912. For this reason we contend that the increase of \$200 last year and the increase of \$100 this year are not permanent increases but are, and were intended to be "war bonuses" or emergency measures to enable the clerks to meet the increased cost of existence. We further believe that the Congress intended that every clerk in the service should participate in the benefits of this legislation regardless of his service record.

SINGLE CLASSIFICATION.

41. Because of the many and remarkable changes in the classification of runs the clerks have reluctantly come to the conclusion that the only safe standard for them is in a "single classification." This means that all distinctions between runs are to be abolished. It means that the one-man run, the heavy railway post-office line

and the terminal railway post offices shall be of one class. It means that the postal clerk, wherever he may be assigned, will draw pay as any other postal clerk anywhere. The desire for this change has grown out of the conditions before mentioned. It means that a change in classification will not make a change in the pay of any clerk. It means that the pay of a clerk will be fixed by law and will not be dependent upon any changing conditions.

42. The matter of the substitution of the closed-pouch service for railway post-office service on the small lines is a matter of departmental policy with which we have nothing to do except so far as it affects the pay of the clerks. We respectfully ask the committee to investigate this question as to how far the policy mentioned has affected the pay of the clerks who were required to change their place of residence.

OVERTIME..

43. As a general rule railway post-office lines are established so that the hours of road duty plus the time allowed for home work (the preparation of slips, study, scheme corrections, etc.) make an aggregate of eight hours per day for each working day of the year. On long runs this is accomplished by assigning a given number of crews to each set of trains. The Kansas City and Dodge City railway post office has four crews on one set of trains and four and one-half crews on other sets of trains. On the Kansas City and Tucumcari railway post office the hours of duty are a little too long for four crews, so extra time is compensated for by an acting clerk who relieves each regular clerk of one trip in a given number of days—say, 36 days. This day, which is the nearest approach to a "standard day" that we have in the Railway Mail Service, is fixed by the supervisory officers of the service.

44. Overtime from delayed trains is compensated as follows: The aggregate time of delay in hours and minutes of any set of trains during the year 1918 is divided by the number of crews assigned to that set of trains and then by 313, the number of working days in the year. This final quotient is the number of minutes for which a clerk in that set of trains will be given credit in the organization sheet for 1919, and represents minutes per day of credit. To illustrate: A set of trains with four and one-half crews is 225 hours late in 1918. This is an average of 50 hours per crew, or $6\frac{1}{2}$ days. But they are not paid for that time. The matter is adjusted by taking 50 hours (3,000 minutes) and dividing it by 313. This gives a quotient of 9 plus, and the clerks are, therefore, credited with 10 minutes of work on the organization sheet for 1919 on account of delayed trains.

45. As the Government in its dealings with the railroad employees, as the bureau of the First Assistant Postmaster General and as the employers of labor everywhere concede the right of the employee to extra pay for extra work whether that overtime or extra duty is voluntary on the part of the employee or is required by the circumstances of the case, so the men of this service believe that we, too, should be compensated for overtime. We believe that we should be paid at the rate of time and a half for such overtime, and that this amount should be paid in money. On a line where there were six crews, one crew was 57 hours late. They were in the car and on duty the entire time. This was equivalent to seven days and one hour of extra duty. When the adjustment was made the 57 hours was divided by the number of crews which gave an average delay of $9\frac{1}{2}$ hours, or 570 minutes. This was again divided by 313, which gave a little less than two minutes per day for which the clerks on that set of trains were given credit during the next year.

46. The clerks of this service believe that "overtime" should belong to the clerk making it, or of whom it is required. They believe that "the doctrine of averages," as illustrated above, should not be invoked or applied where the financial interests of the clerks are involved. And for the reasons herein set forth the clerks ask that an adjustment of overtime for each clerk be made quarterly and that he be paid at the rate of time and one-half for such overtime as may have been earned by him on account of delayed trains or have been required of him on account of extra duty.

COST OF LIVING.

47. Although the Government statistics show that cost of living has increased since 1913 by more than 100 per cent, the pay—the basic pay—for the railway postal clerk, exclusive of the war bonus hereinbefore mentioned, has not been changed since that time. The average pay for the clerks, by operation of the successive promotion provisions of the law, has increased from \$1,239 in 1913 to \$1,490 in 1919—a gain in average pay of only $20\frac{1}{2}$ per cent. As a matter of fact, the record of 100 per cent in the increased cost of living is not fair unless the whole schedule of articles be used; for some of the foods that enter most largely into the living of a family of children, such articles as milk and potatoes have increased more than 100 per cent in six years.

Milk has increased from 6 cents to 16 cents: potatoes from 20 cents per peck, pre-war prices, to 60 cents per peck: and gas for cooking, from 25 cents to 80 cents per thousand increases of 166, 200, and 220 per cent, respectively. So that taking into account the "war bonus" of \$300 the clerk with a family has found it difficult to live comfortably and decently and to keep his children decently clad and in school on his present rate of pay. When it comes to a question of advanced education to fit his boy or his girl for a life of usefulness in a technical trade or a profession, his pay will not meet the obligation. Is it strange, then, that the ambitious, enterprising young men desire to leave and are leaving the service for some other line of business activity? Is it any wonder that the spirit of the service has been impaired and that men lose interest when confronted by a family whose wants his pay will not supply? Nor is the clerk able to provide for the future, to lay by anything for his old age or to provide for his family by insurance in case of his untimely death. And these things are particularly true of the young men of the service, the lower-grade men, who should have been benefited by the several acts of Congress above mentioned. We earnestly ask that you give this matter your most careful consideration.

48. We would add for your information a table compiled from the questionnaires sent to the clerks in this district. They are from 38 men, speaking for 157 people. They show a fair average as extremes in either direction have been omitted. The table follows:

Number in family.	Food cost.	Clothing.	Fuel, light, water.	Rents, pay- ments, taxes.	Insur- ance.	Educa- tion.	Miscel- laneous, street car, amuse- ments, sickness.	Total expendi- tures.	Salary
3.....	\$540	\$120	\$120	\$300	\$60	\$50	\$150	\$1,350	\$1,200
6.....	975	168	149	297	36	92	130	1,847	1,800
2.....	624	.....	108	420	90	.....	630	1,872	1,120
5.....	720	180	120	426	110	240	96	1,892	1,800
4.....	900	180	132	300	72	.....	60	1,644	1,800
2.....	600	120	60	480	72	.....	120	1,452	1,200
3.....	420	180	126	360	168	12	430	1,696	1,800
4.....	600	60	120	180	24	42	174	1,200	1,200
4.....	720	240	108	240	36	24	108	1,476	1,200
4.....	782	324	216	420	156	.....	300	2,198	1,800
5.....	840	300	108	288	72	54	168	1,830	1,800
5.....	720	120	180	144	60	48	138	1,410	1,800
5.....	780	246	128	300	121	21	280	1,876	1,800
3.....	600	360	79	240	72	60	300	1,711	1,800
4.....	600	360	132	264	92	24	339	1,811	1,800
2.....	720	60	165	372	159	.....	63	1,539	1,800
3.....	780	120	147	402	104	36	231	1,820	1,800
5.....	840	480	157	240	115	12	168	2,012	2,000
6.....	780	120	150	300	132	.....	150	1,632	1,800
6.....	480	264	192	480	54	60	240	1,770	1,800
2.....	540	240	120	504	84	.....	96	1,564	1,800
4.....	720	240	120	240	72	12	282	1,696	1,200
4.....	720	168	126	360	240	90	87	1,791	1,800
4.....	840	180	120	336	102	.....	60	1,638	1,800
5.....	540	120	120	480	108	12	120	1,500	1,800
4.....	900	48	216	480	96	24	198	1,962	1,800
3.....	600	60	96	420	156	.....	90	1,442	1,800
2.....	540	240	192	360	78	.....	186	1,596	1,800
4.....	624	204	168	480	96	180	300	2,052	1,800
7.....	720	264	199	432	127	12	240	1,994	1,800
3.....	580	240	216	360	87	75	201	1,752	2,000
7.....	960	240	180	300	60	12	486	2,238	1,800
3.....	660	288	66	420	52	180	306	1,972	1,800
3.....	540	216	92	300	56	420	99	1,723	1,800
6.....	826	91	94	360	87	9	276	1,743	1,800
6.....	900	240	180	300	48	36	168	1,872	1,800
5.....	720	240	120	204	30	.....	120	1,434	1,200
4.....	720	175	168	72	70	256	171	1,632	1,800
Average.	702	197	139	339	90	55	204	1,727	1,670

1 \$600 sickness.

*** A death in the family.**

Thirty-eight families, 157 people; average per family, 4½.

If we exclude from this list the 7 clerks who are paid at the rate of \$1,200 per year and who show a total deficit of \$2,036, the remaining 31 families will about break even.

49. We have not gone at length into the increased cost of living nor have we drawn comparisons between the pay of the railway trainmen and the postal employees who run between the same points over the same line. We might have shown the differ-

ence in pay in favor of the railway and express employees, or even the porters in the depots, when compared with the pay of the clerks in the terminal railway post offices. But we believed that this honorable committee was fully advised as to these conditions and that it would take cognizance of them without extended argument on our part. We desire only to emphasize the fact that from all classes of employees comes an insistent demand for relief from the burden that oppresses their families.

PRAYER FOR RELIEF.

Therefore, speaking in behalf of the men in the Railway Mail Service, and including within that term the clerks in the terminal railway post offices and the transfer clerks, we respectfully ask this honorable committee to include in its recommendation for a permanent basic salary law the following provisions:

(1) *Pay and promotion of substitutes.*—That the pay of a substitute railway postal clerk be fixed at \$1,700 per year; that he be guaranteed a minimum wage of not less than \$1,500 per year, whether he be constantly employed or not, should his pay for substitute service fall below the sum of \$1,500 per year; that after 313 days of service as such substitute, he shall be designated and appointed a regular clerk as under the present law; and that mandatory provision be made for his successive promotion to the higher grade of the service in the same manner and to the same extent as though said substitute, had been regularly appointed to a position on a railway post-office line.

(2) *Single classification.*—That a single classification be established which shall include all railway postal clerks, all terminal post-office clerks, and all transfer clerks, without regard to the present classification of railway post-office lines, terminal post offices, or transfer offices.

(3) *Entrance salary.*—That the initial or entrance salary or compensation of a railway postal clerk be fixed at \$1,900, which sum shall constitute the pay of a clerk of grade 1, whether appointed after 313 days of service as a substitute or directly to a line or other position in the service from the substitute list.

(4) *Grades and salaries.*—That there shall be five grades of clerks, whose pay shall be as follows:

Grade 1, which shall include the first year of service.....	\$1, 900
Grade 2, which shall include the second year of service.....	2, 000
Grade 3, which shall include the third year of service.....	2, 100
Grade 4, which shall include the fourth year of service.....	2, 300
Grade 5, which shall include the fifth year of service.....	2, 500

Clerks in charge of a car, without regard to the number of clerks in the crew, shall receive \$300 more than the pay of a grade 5 distributor.

(5) *Reimbursement.*—That provision be made, retroactive in effect, which will reimburse clerks who failed of promotion through no fault of their own, as shown in paragraphs 20, 27, and 39, or who suffered a reduction in grade or were forced to change their residence because of the reduction in classification of the line to which they were assigned.

(6) *Overtime.*—That provision be made to pay the clerks in the Railway Mail Service, in the terminal railway post offices and in the transfer service, for such overtime as may be earned by such clerk by reason of delayed trains or other unavoidable causes or that may be required of them by their superior officer; that such payments be made quarterly, in cash, and that such overtime be paid for at the rate of one and one-half times the regular rate of pay of such clerk. (See paragraphs 43-46.)

All of which is respectfully submitted.

GEORGE H. FAIR, *Chairman,*
K. C. and Dodge City Railway Post Office,
 CHARLES W. KNIGHT,
K. C. and Memphis Railway Post Office,
 A. C. WOODBURY,
K. C., Mo., Terminal,
Committee.

NOVEMBER 1, 1919.

POINTED PARAGRAPHS.

(Taken from questionnaires submitted by clerks in the Kansas City, Mo., terminal railway post office.)

1. With the high price of fuel this coming winter I can not see how I will be able to make both ends meet (even with my wife's contributions to family support) at my present salary.

2. On account of the high cost of living I will be compelled to resign if I do not get an increase in salary in the near future.

3. At the time I entered the mail service, in 1916, I was buying my home, and have been unable to pay anything on the principal since.
4. If I did not have an outside income, I could not stay in the mail service.
5. Had it not been for aid from parents in the way of gifts, consisting of produce and fruit, I would have been compelled to seek other employment.
6. Considerable meat, all real butter, eggs, and some potatoes and fruit are contributed by my parents free. I have income of \$10 per month from savings made in three years of farming prior to entering the Railway Mail Service. This has saved us from greater hardships. We have few good clothes and are denied all amusement except an occasional movie.
7. I worked as a substitute from June 30, 1912, until March 5, 1914, with hardly enough salary some months to exist on.
8. To meet the high cost of living I am compelled to work all my days off, and am continually checking on my bank account, as well as selling my Liberty bonds. Were it not for my father and wife's father, who live on farms, furnishing us fruit and farm products our living expenses would be much higher.
9. I am compelled to leave my wife with her mother because I am unable to support her here on my present salary. Unless my pay is increased sufficiently so I can have my wife with me, it will be necessary for me to leave the service and seek a more remunerative employment.
10. I think that men who did not raise a great howl for increased salary during the war should not be held back of the rest after the war is over and the cost of living still going up.
11. Last autumn had influenza in family; lost my wife, and expenses in this case were so great that I am overwhelmingly in debt, due to not being able to save anything from my salary.
12. It has been essential that I draw on what I had saved previous to entering the Railway Mail Service. If it were not for what I received from other sources I could not meet my expenses at this time.
13. I am unable to save money on my present salary. Have used all my savings and can not provide properly for my family on my present salary. When necessary to buy clothing or have a doctor we have to do without other necessities. I have been unable to have my tonsils removed, which the doctor says I must have done, or my health will break down in a short time.
14. I am not married and have no family to support. I never lay off, and I very often work overtime. I do not go out for a good time. I go to a show possibly once a month, and I have \$139.28 less than I had the day I left home to enter the Railway Mail Service, April 4, 1918.
15. I can not afford to get married, as I am not supporting myself without aid of former savings.
16. I was deprived of promotions for the reason I was forced to substitute three and a half years. Had I (at the time I entered the service) entered school, I could have by now completed any course, have my degree, and would have myself established in practice; and this with possibly no more study required than I have had to meet to stay in the Mail Service. I am to-day in the worst financial condition I have ever known.
17. I have been unable to carry my share of home with my brother, so that the principal on home can not be lessened this year, and I will have to let him carry interest alone in November.
18. My present salary is not enough to clothe us respectably, or set a decent table for company.
19. In order to help maintain our home and pay other expenses, my wife worked downtown, in an office, seven hours a day, continuously from September 15, 1918, to June 15, 1919. I worked 192 hours overtime in the Kansas City, Mo., Terminal since January 1, 1919. We have been obliged to use all our savings, including Liberty bonds. My wife is now living with her parents in Denver. At present I have nothing left but a "job." Am I not entitled to a living wage?
20. I am compelled to work overtime to make a bare existence. I can not wear proper clothing. I can not get money enough to have necessary work done on my teeth. The result of which is likely to impair my health.
21. In view of the fact that my wages do not equal our expenses, we have consumed \$100 worth of bonds my wife bought before our marriage. She now is compelled to substitute as a teacher in grade schools in order to meet obligations. We are now in debt \$300, without any supply of coal for the winter.
22. On account of income from other sources, I have been able to meet \$500 deficit each year. Every man one talks with is of the same opinion, that if something substantial is not done, that resignations will be many—to seek jobs as brakemen, day laborers, etc., all of which pay more than the Government to their employees.

23. It has been necessary for my wife to work, leaving our 6-year-old son at home, to help make ends meet financially.

24. The present salary does not give a living wage to a family, and one can not hold out long when things are going down hill. I do not do other work, but I work overtime to help keep the wolf away.

25. If we do not receive a good substantial living wage soon I will be compelled to seek other employment, so I can properly provide for those dependent upon me.

26. If I had received my promotions as I should have I would be grade 5, which I think should be adjusted with back pay for the amount lost for all clerks.

27. I do not live in a respectable place or location, and have not clothes enough to mingle with respectable people.

28. I have borrowed and spent of my savings \$600 since I came into the Mail Service in 1916.

29. This day, September 19, 1919, I am drawing \$67 from my savings to buy clothes, and I have the same experience every time it is necessary to buy clothes for myself and family.

30. Unless I get relief in the form of increase in wages, will have to seek other employment where I can support my family in such a way as they are entitled as American citizens.

31. The department is denying me my last promotion of July, 1919; reasons I am unable to learn. Am in debt \$2,800, paying interest at 6 per cent on personal notes.

32. Since I entered the mail service (in October, 1916), I have borrowed over \$600; still unpaid; and used up in addition a \$250 bank account. My actual expenses average \$140 per month.

33. If the high cost of living keeps on increasing, and we do not receive a substantial increase in pay, postal clerks will soon be in the same class as the peons of Mexico.

34. I have been compelled to substitute for four and a half years at the rate of the first-grade pay for time actually employed, and to serve for two years more at grade 1 pay, making six and a half years at the lowest pay without promotion. I think this is the most important item we have to be adjusted. I want one promotion for each year I have been in the Railway Mail Service and back pay for promotions I have missed. This would be in accordance with the law as effective since July 1, 1917.

35. I do not have enough left from my salary to buy every-day clothes for myself and family, and in order for us to make any attempt at respectability it is necessary for my wife to leave our 7-year-old daughter with neighbors and go out to work; also for me to work "extra" on my day off. It certainly requires patience and stability to stay on the job under these circumstances, and I will say, mine is nearly exhausted. Whether I will or not, I can not stay much longer.

Mr. BELL. The next speaker is Mr. O. R. Eller, of Lincoln, Nebr.

STATEMENT OF MR. O. R. ELLER, LINCOLN, NEBR.

Mr. ELLER. Before filing my brief, I just want to say that in the matter of turnover of employment, in one chief clerk's district in the fourteenth division, from January 1, 1917, to September 30, 1919, 33 months, where there are 160 men employed, approximately, there were 115 certified substitutes and 52 noncertified substitutes employed, which does not include the special service at Christmas time. This made a turnover in the 33 months of approximately 100 per cent.

In the Kansas City terminal, where there are 270 men employed, in 18 months, from January 1, 1918, to July 1, 1919, there were employed 656 men, making a turnover of 243 per cent of the men employed in that terminal.

This indicates that the men who are now being employed by the department under civil-service examinations and as noncertified substitutes are not of the mental standard that make for good service, and that they can not grasp the idea of the service that is demanded and must soon drop out. This is what makes our condition as it is at the present time. We are short of men and short of competent assistance, and from this we deduce the conclusion

that it is necessary the standard of men coming into the service be raised that we may have competent employees, which can be accomplished only by a reclassification of our service and a revision of our salaries.

Now, just one thing more, I will read from a letter briefly, received from a man who was in the Railway Mail Service. He says:

I am doing fine. I have received three increases of salary since I resigned. I am to-day general manager, equivalent to clerk in charge, only a little better salary and less grief and red tape, with real pleasure and happiness of home surroundings and an appreciation of my work by employer and individuals, which was lacking in the postal department. I only regret that I was so foolish as to stick. To-day I can see where the last four years of my life in the mail service were simply thrown away.

I believe that is all, Mr. Commissioner.

Mr. Eller submitted the following brief:

BRIEF AND DATA SUBMITTED BY O. R. ELLER FOR THE CLERKS OF THE FOURTEENTH DIVISION OF THE RAILWAY MAIL SERVICE, LINCOLN, NEBR.

In presenting this brief for your consideration, it is with the idea that it should be a summing up of reasons for our requests of a reclassification of our service, carrying with it an upward revision of salaries.

At most of the hearings your attention has been called to the present advance in cost of all commodities, both of necessities and luxuries, for our living, and at the present there has been no particular break in this upward tendency, and it is an undisputed fact that a general lowering of living costs can not be brought about within a short period of years. On September 20 ultimo the Bureau of Labor announced the cost of living necessities for August, 1919, had advanced 1 per cent over August, 1918, showing the tendency is still upward, although the average advance in living cost since 1913 is quoted by the same bureau to have reached 92 per cent.

Should you ask us what per cent of advance in compensation salaried people should receive, we could readily say an amount equal to or more than the advanced per cent of living cost, although such advance would leave us but a small amount to lay aside for a "rainy day." The men of our service, which is a majority of the clerks, who received \$1,300 in 1913, under the basic law of 1912, would be receiving \$1,500 now, had not your honorable bodies granted us a bonus in the 1918-19 and 1919-20 budgets for those years. Should Congress now discontinue the bonus granted us you can readily see the Post Office Department would necessarily be compelled to pay the clerks of this service according to the act of July 24, 1912.

With this bonus we are not fully enabled to meet our necessary obligations, but must from necessity eat into our former small savings or violate the mandates of our superior officers by taking over other work on our off time in order to keep our homes from being haunted by the bill collectors or our chattles sold by the sheriff. Therefore, we are seeking through your committee a recommendation to Congress for a revision of the basic law of 1912, in which we believe that law can be simplified and the classes and grades reduced to the benefit of the service and the advantage of the personnel.

Like all statutes of its kind, time has shown defects in the operation of the classification of the service, and the grading of the personnel under the act of July 24, 1912, which we hope to correct by the suggestions we are making. Since it seems imperative from our point of view that this law be revised, we are endeavoring as employees, according to law, and in a peaceable manner, to present what we believe will stand as a firm foundation upon which the Post Office Department may hope to build and maintain a service which will function efficiently for an indefinite time.

As to our rights to suggest such revision: We believe we stand in a different position in regard to our employees from privately employed persons, because we are American citizens, and as such we are entitled to a voice in government, and we should be entitled, as equal share holders with Congress and the departmental officials in stating what we believe wages of the employees of our department of government should be.

We are impersonally proud of the achievements of the Post Office Department, and justly take credit to ourselves for the vast extent to which business is intrusted to our department and the loyally efficient manner in which it is handled. The steadily increasing volume of business transacted by the Post Office Department and accomplished through the Railway Mail Service bears out the truth of the assertion that we are to-day building for the future, and that there may be no failure in any way in this department in the next few years we should look well to the foundation we are building.

for such structure, so that there may be an enduring service that will attract men of ability to it and retain them when they are proficient.

The basic law of 1912 was good in its first inception and operation, but has now become outgrown by conditions and service operations that did not then exist and could not be foreseen or estimated. The acquisition of fourth-class matter or parcels post, whose growth, together with second-class or magazines which are shipped by freight to distant terminals for distribution are among the chief causes of the present outgrown system, and have caused phenomenal conditions to exist which the law of 1912 neither contemplated nor recognized, and which now demands corrective attention.

These terminals are manned usually by the older clerks, who desired to leave the hurry and bustle and jostle of the road service for a more quiet and sedate existence, and by young men just appointed and serving an apprenticeship because the senior of these younger men had been granted their preferences according to custom and order, and had accepted assignment on the cars in any one of the present three classifications. Under the present organization and classification, a transfer from the heavier road assignments to either a lighter road or terminal assignment carries with it a material reduction in grade and compensation. So to standardize the classification of the entire service, we are requesting a single classification for all lines, terminals, transfer and office forces, whereby the clerks would be transferable without change of grade or compensation affected.

Under the present administration, you, no doubt, have been informed what were formerly known as light Class A lines have been reduced to closed pouch service, which act has removed the railway postal clerk, so that there now remain, where but one clerk is employed, heavy one-clerk runs. The assignments of these clerks are as important, relatively, as the distributor on a heavy main line, whose compensation is annually \$300 more. The service performed by the present Class A lines (one-clerk run) is usually local, but sometimes reaching or passing through two or more States and making important cross connections, requiring knowledge of the one man to properly distribute his mail that is not always necessary or required of his brother clerk in a heavier line, while the local mail he delivers is as important to the addressor and addressee as are the letters passing from Denver, Colo., to the offices on the main line of the Union Pacific in Nebraska, or any other business or social mail of any other people of any other section. And there is no great quantity of business mail for any State where a certain per cent will not require delivery by the one-clerk line. The clerk in charge of a medium line has the same duties to perform generally as the clerk in charge of the heavier line.

The service taken as a whole in all classes, the clerk's time is practically all utilized. The lighter lines may not distribute as much mail per man as the heavier lines, but under the present organization, which no doubt will be continued under a reclassification, the light lines are required to give more in time on duty, which should be a consideration in equalizing the classification and compensation. As a whole, the clerk's requirements by way of examinations are not widely at variance. Examinations on postal laws and regulations must be passed by all clerks annually. Examinations by States within a certain "study scope" must be passed by all semiannually, the only difference being the extent of the "study scope."

We believe your recommendation for a reclassification should include a revision upward in compensation for the clerks of this service, with fewer grades, so that clerks will not be held back for numerous grades to be gone through. It is our opinion that it is mandatory, in fact, since at the present time the Post Office Department is unable to obtain men and retain them in sufficient numbers to keep the service manned to a degree where efficient service can be maintained.

In the past 33 months in one chief clerk's district there have been a total of 115 men appointed as certified substitutes, and 52 men appointed as noncertified substitutes, or a total of 167 men employed, which number does not include the noncertified men who were employed during holiday or special emergency service. At present there are but 22 of these 167 men still in the service in any capacity. Why is it the young men do not remain in the service as indicated by these figures? Because at present our service does not hold out inducement to young men of ability. The common laborer receives a larger wage than the beginner in the Railway Mail Service. The young man without experience goes to railroading, at maximum compensation.

Is it the work? One noncertified man recently told me "it was not men the department needed—they need horses to do the pulling and carrying." Then added to our work is the mental as well as the physical qualification of the employee, which is equally necessary because of the unlimited knowledge required to familiarize one's self and become proficient in the work. A very great per cent of the men coming to

this service at the present time are deficient either mentally or physically. The service demands an iron constitution and mental alertness to become proficient to an extended degree, and the man without sufficient brawn and brain should not be accepted, because he is an added responsibility to the men with whom he is assigned.

The mental examinations are rigid, as is herein shown, and the large percentage of resignations and declinations of the recent appointees is because they are either not adaptable to our branch of the service, or, being adaptable, the conditions and compensation are not of sufficient attraction to retain them beyond a very brief experience. Our local and division officials, as well as the department officials, encourage and demand a high standard of examinations, which we recognize makes for the service a high standard of efficiency.

Our men take pride in their high percentages on examinations and high percentages for correct dispatch of mail handled, as shown by the quarterly error standard. Genuinely-natured rivalries have been known to exist between districts and divisions over the efficiency of dispatch of mail and the percentages in examinations. This efficiency can not be maintained except young men who have sufficient mental capacity to master the intricacies of the service, which is demanded by the department from the clerks, can be induced to enter the service and be retained by conditions and remuneration that will compensate them for their services with a wholesome living and afford a surplus whereby they may put aside a competence for old age.

At the present time the basic law of 1912, under which we are paid, and the additional bonus by Congress do not hold out an inducement that will attract men in sufficient numbers who could build a mental edifice that will assist in sustaining the service through the next decade. The young men now who have the mental capacity to fulfill the requirements of the Post Office Department as an efficient employee, if the same application to a private employer's interests will commence at higher wages, advance more rapidly, and ultimately become a member of the firm or branch independently and make a success of his occupation or his business.

At one of the largest terminals was seen a few years ago this placard:

"Bid hope farewell,
All who enter here."

At the time of reading that placard our salaries were equal to 100 cent dollar in making purchases. And you may not be surprised to know that that terminal is now employing female help and boys of high-school age to carry on the work.

To assist the Post Office Department to obtain men of necessary mental and physical capacity to maintain a high standard of efficiency in our service, it is necessary to entice them by working conditions and compensation at beginning, by advancing them more rapidly in grade and fixing such maximum compensation that men in sufficient numbers who have become proficient and are efficient will not desert the occupation or be enticed away by offers of much larger salaries even of apparently steady or permanent duration. It is by retaining proficiently efficient clerks through a long period of employment that the department will be enabled to maintain the efficiency which has been attained in our service, and the only thing that can extend this service from generation to generation without a lapse or a complete breakdown.

It is said that one of the largest railroad systems in this country does not employ an office boy except he shows the promise of becoming an executive or at least the head of a department, and that no employee is accepted as a fireman except he shows the ability to master the machinery of an engine so he may eventually be promoted to at least the position of an engineer. In contrast to this the Post Office Department requires the railway postal clerk to know the entire machinery of the service, pass the highest possible grade in examinations on post offices in the scope of his study requirements, know the Postal Laws and Regulations applicable to the Railway Mail Service almost letter-perfect, and by sections, be prepared to give the correct dispatch by stating the train number and to the hour of arrival of any offices located in the States of his study scope, and in case of clerk in charge he must be familiar with the entire distribution of his train, not only to his regular connection but any delayed connections which may be any minute of the 24 hours of the day. Also, he must know the space basis of railway mail pay and pass annual examination thereon, and be capable of stating at any point along his route just how much storage mail there is in his train and if above the authorized space, how many feet of emergency space he must request of the railroad company to cover the excess. From this you will readily see that the requirements of the Post Office Department are such that employees of the Railway Mail Service must be experts. Years of study, experience, and observance of rules make him quick of brain, attentive, studious, and active of movement—an expert and executive combined.

Placed on their own resources at brain-racking, body-breaking tension, without supervisory officials over them while they toil, at all hours, day or night, they remain loyally at their work—and love it—bending every energy to accomplish the task before them before arriving at their terminal. They love their employment, and deem themselves disgraced if they through some fault fail to complete the work assigned them. Theirs is indeed notable, loyal public service, which is accepted without thought of commendation and as a matter of course by the public.

The responsibility of the railway postal clerk is great. Bonded for a nominal amount they often are the custodians of sums reaching into the millions. Some have been known to betray their trust, and the confidence reposed in us is shaken, but it is only an occasional pervert who slips into the service and leaves the stain on its good name. The banks and large business concerns, though they do not know us as individuals, trust us as employees of the Post Office Department with fabulous riches, and we are often the custodians of many persons' entire fortunes. As faithful custodians of our employer's undertaking should we not receive some recognition for loyalty, honesty, and faithfulness? As employees we represent the United States Government in the transaction between business interests by the custodianship between points of the necessary communications, legal and business documents and general transportation of the interchange of moneys by banks and commercial houses, and the United States Government's financial business through the Federal banks and mints of the various parts of the country.

The young man who desires to become a machinist or other craftsman serves his apprenticeship by an average three-year term, passing through the various grades or departments, and upon completion of this course usually becomes fitted for any position in that particular grade. So in the Railway Mail Service the man who diligently applies himself, if he has the mental and physical capacity will, under ordinary circumstances, be in a position that he should receive the maximum grade clerk's compensation in the time specified in the recommendation we are offering the commission.

As to more rapid advancement in grades. Recently I was conversing with a manufacturer and employer of considerable labor, ranging from factory labor to salesmen for the finished product. During the conversation I asked him how often he advanced his employees wages. His answer was offhand and without hesitation: "We never permit an employee to ask us for a raise. If he is worth it to us we advance him before he requests it. If he is not worth the wages or salary we are paying him, we dispense with his services."

Such disposition on the part of the employer draws to their employment a higher grade of employees, and it is our opinion that satisfied employees create efficiency, and efficiency is the foundation of economy.

The increases to the clerks must not be dependent on vacancies in the higher grades, except that of clerk in charge, but as at present must be automatic and mandatory (except in cases of extreme delinquency), which will be to the lower grade clerks an incentive to exert themselves in order to reach the maximum of the grades in the minimum of time. To retain the proficient man of ability there must be incentive and inducement, such as agreeable working conditions and better than living wages, so they may surround themselves and families by associations tending toward betterment of their conditions and occupation, so they may be enabled to assist the community in which they live by their example of wholesome, sane living, and permitting them out of their competence to lay aside something for the future.

All employers of labor agree that the class of employees best satisfied with their surroundings, conditions, and wages produce the greatest results, by the efforts of a calm body and clear brain with a greater conception of their duties. Under such circumstances and conditions they remain longer loyal to such employer, where they produce greater results than by a frequent change of employees.

With this service, while on duty, most of the employees are working at utmost tension from the moment of commencing duty to the time of leaving duty, which, with what they feel an underpaid salary scale, reduced working conditions and grinding requirements is the prime cause of the present undermanned condition. Since it takes brawn, brain, executive ability, and expert knowledge combined to fill the position of railway postal clerk, and since the working conditions and Post Office Department requirements are so extreme, Congress should recognize them and provide a means by salary allowances to build for the future and bid for the services of employees who will remain for a long term of years after they have become proficient.

Our compensation the past four years has been too meager. We have had economy of living preached to us when we were and had been economizing to make our salaries cover our needed expenditures for necessities of life for ourselves and families. We were urged, yea, almost threatened if we failed to buy of each series of Liberty and Victory bonds and war savings certificates, and to this time each clerk must make

a monthly statement showing the amount of war savings stamps and certificates purchased and sold by him for the current month. This latter, under penalty of failure to report, although it has nothing to do with the service, is punishable under the efficiency system, by 20 minus points. Many men of this service were compelled to immediately dispose of their Liberty bonds at or below market quotations and some even sold the receipts for first payment on bonds for scarcely nothing. Then with all this financial stress in view we still stand loyal to our employment and loyal to Government, and aside from the personal equation we have stood loyal to our superiors as a body.

Calling attention to the hazardous occupation of our service: We necessarily must enter and leave our cars while in the railroad yards, among switching trains, often over switch tracks, in and out amongst hand drawn, horse and auto trucks, through baggage rooms. All these are danger fraught. The crew of the trains usually place the mail car very near the engine. On account of loading and unloading at large centers, all doors must be opened, while at least one door must be wide open at all stations. In winter, imagine the heating necessary to keep a car comfortable. Because we endure hardships at personal risks to life and limb, should we not be classed above the common laborer?

By our showing we must be studious. Does not the doctor, the lawyer, the chemist, the dentist, the architect, the engineer, or any other professional person sell the knowledge he has obtained through studiousness and fix his rate of compensation? Because we occupy civil service positions must we be denied a decent living because in our efforts to carry on the Government's business we must devote our spare moments to the study of things that unfit us for every position in business life? We have a trade. We may not strike. Should Congress be prejudiced against us because we have endured hardship and lower wages than employees in private employment? Should not our loyalty to our employer in this present stress invite favorable consideration from Congress for our relief?

We who are the heads of families are humiliated by the necessity of having to negotiate loans from our business men when we desire to give our children the advantage of a higher education, to which in this present day they are in all fairness entitled, that as professional men and women they may better prepare themselves to become useful citizens of the state. We believe Congress should give us the relief we are seeking, in order that the principle of loyalty to employer will prevail at its maximum strength, and that there may be infused into the blood of the employees of the Government the red corpuscles of faithful loyalty to their country and love for its principles and institutions, and so that in our descendants we may leave behind us a vigorous people of integrity, strong sense of justice, with a good education, for it is our families who will carry on in the world the things of the next generation. We should be provided for that our children may refer with pride, in explaining to the coming generations, that our position as Government employee gave us the means whereby we could live comfortably, our children be educated, and we lay aside a small competence for old age, rather than explain to them in humiliation and with apologies that their parent was a Government civil-service employee, permitting such explanation to carry the intimation of a lowered standard.

Looking to the future perpetuation of a nation, strong in loyalty to principle and fealty to government, Congress should see that the fostering of employees of character and ability in the Government service would be to the Nation a great asset, bearing the relation of the parent to the child.

The ideal parent rears the child surrounded by good, wholesome influences, protects it and educates it and inculcates in its mind the precepts of morality and virtue, which are, as compared to the Government, loyalty and fealty.

By so providing for the Government employee, a standard of wholesome living is arrived at. We are enabled to provide for ourselves and our families' welfare, assist somewhat in charitable and religious movements, and properly rear and educate our children, who will become the people of the next generation, in whose minds we desire to inculcate and in whose acts the principles of truth and justice, loyalty, and fealty to our country prevail, and whose love and admiration for our Government shall be the standard of citizenship for that generation which will be reflected and revealed through the acts of Congress toward the higher standard of living permitted the Government employees through needed wage increases and better working and living conditions.

In addition to the argument presented in requesting an increase in compensation for clerks in the Railway Mail Service, the clerks of the fourteenth division, comprising the States of Nebraska, Colorado, and Wyoming, present through their representatives the following exhibits and request your careful perusal, because we believe their importance will add weight to our contention that better working conditions and increased compensation are necessary to attract men of necessary physical endur-

ance and mental capacity to our branch of the service and hold the proficient and efficient young men now employed.

To verify our statement that our organization has been faithful and patriotic during our war with Germany and that our figures may be authentic, we are introducing page 1 of the fourteenth division, Railway Mail Service, General Order No. 377, dated February 18, 1919, section 2, as Exhibit A. This section shows by divisions the values of war savings certificates and thrift stamps sold by the personnel of the Railway Mail Service in 1918.

Exhibit B-1 is page 1 of General Order 372, section 1, report of sales of war savings certificates and war savings stamps by the Railway Mail Service for November, 1918, and Exhibit B-2, page 1, General Order No. 415, section 2, report of sales of war savings stamps and war savings certificates for September, 1919. In these two reports we desire to call attention to the contrast in the amounts sold during two months and explain the situation by statement that with the rapidly increasing cost of living and the close war patriotism has ebbed, and since it is largely the middle or salaried class of people who have invested their savings in this kind of securities, they have had practically all they could lay up in their households and have found no surplus to invest. This is the experience of the men of this service in their attempts to sell these securities.

Exhibit C-1 is an explanation of the conditions placed by the Post Office Department on the railway postal clerk and are a necessary part to his becoming and remaining a proficient and efficient clerk.

Exhibit C-2 is page 2, General Order 407, of September 23, 1919, giving a summary of examinations held among all grades of clerks in the fourteenth division. In this please note the per cent correct of the different grades and you will observe it is greatly to the credit of the men older in the service, which bears out our former statement that the men now entering the service do not, as a rule, reach the standard of the older employees in ability.

Exhibit D-1 relates to the duties of the two grades of clerks—the clerk in charge of a crew of two or more men and the distributor while on duty. On most of the heavy runs the clerk in charge is also register clerk, adding a twofold responsibility to his position.

Exhibit D-2, section 11, of General Order No. 400, regarding checking pouches; section 2, General Order 403, duties and responsibilities of clerk in charge; section 4, General Order 409, are all taken from general orders issued by our superintendent, which in a manner explain a part of the duties and responsibilities placed upon the clerk in charge of a crew.

Exhibit E is an exposition of recent treatment of our lowest grade men by the Post Office Department, and we urgently request that your honorable body do for these men the justice, by legislation, of placing them in the grade to which they should be by age in service without going through the many grades which has taken years and a monetary loss to them to do.

EXHIBIT A.

RAILWAY MAIL SERVICE, FOURTEENTH DIVISION, COMPRISING COLORADO, NEBRASKA, AND WYOMING—GENERAL ORDER, OMAHA, NEBR., FEBRUARY 18, 1919.

SEC. 2. SALE OF WAR-SAVINGS STAMPS BY DIVISIONS, 1918.

WASHINGTON, February 4, 1919.

(Circular Letter No. 690.)

To all superintendents of the Railway Mail Service:

The following table shows sales of war-savings stamps by divisions during the year 1918:

First.....	\$164,312.87	Eleventh.....	\$319,490.14
Second.....	311,332.55	Twelfth.....	152,313.07
Third.....	217,088.73	Thirteenth.....	447,672.88
Fourth.....	257,456.69	Fourteenth.....	146,280.86
Fifth.....	276,408.93	Fifteenth.....	305,506.89
Sixth.....	405,379.12		
Seventh.....	380,325.73	Total.....	4,487,467.77
Eighth.....	330,058.06		
Ninth.....	324,769.18		
Tenth.....	449,162.07		

OTTO PRAEGER,
Second Assistant.

EXHIBIT B-1.

SEC. 1. WAR-SAVINGS STAMPS.

The following report shows the sales of war-savings stamps by railway postal clerks during the month of November, 1918:

	Amount of sales.	Per capita sales.		Amount of sales.	Per capita sales.
Division:			REPORT FOR THIS DIVISION.		
First.....	\$10,856.98	\$9.05	Superintendent's office.....	\$39.98	\$2.40
Second.....	21,461.36	8.40	Chief clerk:		
Third.....	14,880.00	14.55	District 1.....	333.64	2.40
Fourth.....	11,366.22	7.97	District 2.....	727.63	8.40
Fifth.....	28,944.90	16.40	District 3.....	1,030.12	17.00
Sixth.....	16,390.49	10.47	District 4.....	2,705.39	17.00
Seventh.....	17,387.82	33.90	District 5.....	800.08	6.40
Eighth.....	21,404.62	15.62	District 6.....	1,346.40	16.40
Ninth.....	27,943.58	18.16	District 7.....	50.45	2.40
Tenth.....	22,606.35	23.60	Total.....	7,033.69	7.00
Eleventh.....	7,432.91	14.40			
Twelfth.....	37,557.68	64.75			
Thirteenth.....	7,033.69	7.72			
Fourteenth.....	11,315.01	8.00			
Fifteenth.....					
Total.....	268,084.62				

EXHIBIT B-2.

SEC. 2. WAR-SAVINGS STAMPS.

The following report shows the sales of war-savings stamps by railway postal clerks during the month of September, 1919:

	Amount of sales.	Per capita sales.		Amount of sales.	Per capita sales.
Division:			REPORT FOR THIS DIVISION.		
First.....	\$814.30	\$0.64	Superintendent's office.....	\$26.45	\$1.65
Second.....	3,143.51	1.47	Chief clerk:		
Third.....	1,422.26	1.29	District 1.....	75.42	1.00
Fourth.....	784.00	.59	District 2.....	128.40	1.00
Fifth.....	2,174.90	1.46	District 3.....	189.90	1.10
Sixth.....	2,097.00	1.17	District 4.....	157.35	1.10
Seventh.....	906.45	.58	District 5.....	67.72	.80
Eighth.....	1,075.94	2.00	District 6.....	65.35	.70
Ninth.....	2,309.85	1.74	District 7.....	5.00	.20
Tenth.....	1,963.14	1.25	Total.....	715.59	8.00
Eleventh.....	1,327.15	1.34			
Twelfth.....	314.04	.56			
Thirteenth.....	544.65	.90			
Fourteenth.....	715.59	.85			
Fifteenth.....	1,340.45	1.01			
Total.....	20,931.23				

EXHIBIT C-1.

HOME DUTIES, STUDY, CASE EXAMINATIONS, ETC., OF THE RAILWAY POSTAL CLERK.

The duties performed by railway postal clerks at home are numerous and require time and close application to properly perform. The ability of the clerk as a distributor depends greatly on the preparation he makes at home for his duties on the road.

Clerks have always felt that the time allowed by the Post Office Department for the necessary home duties is altogether inadequate for the proper performance of these duties. The department's time estimate of the time required of clerks for this study is one and one-half hours per day for clerks on the trunk lines. This may be enough for the indifferent clerk to "get by" with, but it is not enough for the really con-

scientious clerk who keeps abreast of the times and is up to date on all things pertaining to the service.

Among the home duties of the railway postal clerk are the following:

Black book.—The black book is that part of the Postal Laws and Regulations that pertains particularly to the Railway Mail Service. The clerk is required to study this carefully and is examined on it at least once a year. He must be prepared to answer any one of about 530 questions concerning this book and is required to make a grade of 96 per cent; if he falls below that grade minus points are charged against his record. While many of these questions are such that the clerk is familiar with them at all times yet many of them are very technical and are constantly changing and require close study if one is to become familiar with them.

The orders concerning the handling of parcel-post matter is a fair sample of what takes place when a new feature is added to the post-office work. Since the present parcel-post law went into effect in 1912 it has been continually changing to meet new conditions and the clerk must keep up with these changes at all times to properly handle this class of mail.

Schemes and connections.—The study of schemes and connections is an endless job, for the clerk meets up with these features at every turn. The average clerk is required to know and pass examinations on about 7,000 post offices and to be familiar with a couple thousand more so that he is able to properly dispatch these offices as soon as he sees one of them. It is fair to say that the clerk on a trunk line who has been in the service 10 years or longer has a working knowledge of 15,000 post offices. If these post offices always stayed "put" it would be easier to learn them, but they are continually changing—that is, a great many change—and it is a work requiring almost constant review and study to keep these offices fixed in the mind.

The method of preparing for examinations on offices is about as follows: The clerk uses cards, furnished by himself, and on one side of these cards he has the name of the post office and on the reverse side the name of the line the office is located on. The clerk must learn the office by memory and he sometimes uses maps and other means to fix it in his mind. At the same time he is learning the office he is studying the dispatch for it and that is where he gets part of his knowledge of connections. He must not only know the location of the office but the quickest way to get mail for it "home." The study of connections often takes one a long way from home. The clerk must know the immediate trains he connects and also the branch trains and other trains running in connection with his train out to the farthest branch which has only one office on it, and as often happens in the great spaces of the West in particular he must be familiar with the schedules of star routes also and be able to properly dispatch mail for post offices along way off the railroads.

These schemes and schedules are constantly changing and must be kept up to date. They are corrected at home from a bulletin issued weekly, and the closest application is required, for any errors in the scheme will result in misinformation and consequent missending of the mail.

The clerk is examined on these schemes and schedules from time to time and he must pass on them with a grade of 98 per cent or minus points are assessed against his record. The schemes and schedules themselves are also inspected and checked up for errors at the same time.

It is evident that any examination requiring a grade of 98 per cent correct takes a world of study to get. I know of no profession or calling outside of the Railway Mail Service where such a high grade is expected, and if our schools and colleges required such grades from their graduates there would be few to pass the test.

Registered mail records.—The clerk who handles registered mail has his records to keep on his time at home. All of the registered letters dispatched to local offices are accompanied with a receipt card and when this card is returned it is checked against the article and filed for record. While this is purely clerical work, it is particular work, for much depends on the completeness of the record. Postmasters along the line are always changing and it often happens that the railway postal clerk is called on to carry on correspondence with the new postmaster to teach him how to properly handle registered mail.

Another feature of home work that takes much of the clerk's time is the preparation of slips for the runs. These slips are supposed to be furnished by the department, and at large centers a room is furnished at the post office and the clerk is supposed to call and take what slips he needs for his particular run and prepare them for this run. This is done by stamping on the slips the train numbers, routes, etc., and printing with a rubber stamp the slips that are not furnished.

Lately this has been a big job. On account of high cost of paper, printing, etc., the department has curtailed the supply of slips, and it often happens that from a third

to a half of the slips needed are not furnished, and the clerk has to print these by hand or buy them from outside printers. On account of the time it takes to print thousands of slips that are needed, many of the clerks are forced to buy their whole runs and when this is done it is at a cost of about \$15 per year.

The clerks naturally feel that this is an injustice, for the Railway Mail Service is about the only line of similar work that I know of where such supplies are not furnished to the employee free of cost. (The railway postal clerk is required to furnish his own cards, stamps, pencils, ink, and many other items.)

After the slips are made up into runs the clerk stamps them with his name, date, and train number for the run he expects to take. This requires about one-half hour for each trip.

The above are some of the duties that take much of the clerk's time at home. But the one item that cuts deeper into the clerk's time is holiday and emergency service.

The clerk's runs are arranged on the basis of so many runs each month, but at the Christmas season, on account of the increased volume of mail and the shortage of trained men, the department calls on every clerk to contribute free from three to five days of his time in extra duty. As the Christmas season is usually accompanied by bad weather it often happens the trains are badly delayed and the hours are dragged out until the overtime is great in the aggregate.

On account of delays due to storms, etc., during the holiday season of 1918 some clerks in the West actually put in 62 hours of overtime between December 18 and January 1. This was over and above the daily average of eight hours per day on which his run is organized, but the department has always refused to allow extra compensation for this holiday service under their rule which claims all of the clerk's time belongs to the department and justifies it by the rule that it has always been done that way.

Even the regular lay-off period granted for rest and study is tied up so that the clerk can not enjoy it to the fullest advantage, for the department has stated under one of their own rules "that a railway-postal clerk shall not absent himself from his own home without written permission from his chief clerk or superintendent; nor shall a clerk leave his home during his periods of rest without notifying his division superintendent or chief clerk of his exact whereabouts so that he may be reached by letter or telegram."

This rule took away all that the clerk had left of his lay off and while he was not often called on for extra duty yet the rule holds and if one should leave his headquarters during his lay off it would be with the feeling of uncertainty that would accompany such a trip that he may be called at any time to protect some run or be "docked" the number of days necessary to make such run.

Correspondence.—Under this head comes all of the correspondence, etc., that a clerk conducts with his supervisory officials and with other clerks. In the case of clerks in charge all cases of irregularities, delays, damage to mail, etc., come to him and all cases of irregularities in the performance of all other clerks who are members of his crew come to him for investigation and opinion. With constant changes due to reorganizations as has been the rule lately this is getting to be a very big job, for there is hardly a week passes that clerks are not called on for statistics and data relating to the runs.

EXHIBIT C-2.

GENERAL ORDER NO. 407, SEPT. 23, 1919.

Case examinations—Special mention, August, 1919.

List of clerks in the fourteenth division making 100 per cent, handling not less than 600 cards:

	States.	Cards handled.	Time.
			Minutes.
L. R. Rossiter.....	Missouri, B.....	727	14
C. O. Fritthoff.....	Missouri, A.....	974	19
A. A. Bellmar.....	New Mexico.....	685	14
H. G. Alexander.....	Missouri, B.....	713	14
R. C. Jackson.....	Nebraska.....	1,035	21

SUMMARY.

	Num- ber exami- nation.	Cards handled.	Cards correct.	Cards in- correct.	Un- known.	Correct.	High- est.	Lowest.
Permanent clerks:						<i>Per ct.</i>	<i>Per ct.</i>	<i>Per ct.</i>
District No. 1.....	30	24,154	23,841	311	2	98.70	100	92.01
District No. 2.....	14	12,553	12,437	116	.....	99.07	100	97.29
District No. 3.....	26	23,167	23,038	129	.....	99.44	100	98.60
District No. 4.....	17	14,162	14,064	95	3	99.30	100	96.13
District No. 5.....	7	5,478	5,407	71	.....	98.70	99.76	96.67
District No. 6.....	8	8,339	8,278	61	.....	99.26	99.89	97.84
District No. 7.....	2	1,379	1,349	30	.....	97.82	99.05	96.77
Total.....	104	89,232	88,414	813	5	99.08	.....	.....
Probationary clerks:								
District No. 1.....	1	400	397	3	.....	99.25	99.25	99.25
District No. 2.....	1	611	574	24	13	93.94	93.94	93.94
District No. 3.....	3	2,300	2,206	93	2	95.86	97.60	93.15
Total.....	5	3,311	3,176	120	15	95.92	.....	.....
Certified substitutes:								
District No. 2.....	1	1,032	690	342	.....	67.82	67.82	67.82
District No. 3.....	3	2,687	2,060	398	229	76.66	99.18	61.93
District No. 4.....	4	2,454	2,407	47	.....	98.08	99.56	95.99
District No. 5.....	1	632	619	13	.....	97.94	97.94	97.94
Total.....	9	6,805	5,776	800	229	84.87	.....	.....
Grand total:								
District No. 1.....	31	24,554	24,238	314	2	98.71	.....	.....
District No. 2.....	16	14,196	13,701	482	13	96.51	.....	.....
District No. 3.....	32	28,154	27,303	620	231	96.97	.....	.....
District No. 4.....	21	16,616	16,471	142	3	99.12	.....	.....
District No. 5.....	8	6,110	6,026	84	.....	98.62	.....	.....
District No. 6.....	8	8,339	8,278	61	.....	99.26	.....	.....
District No. 7.....	2	1,379	1,349	30	.....	97.82	.....	.....
Total.....	118	99,348	97,366	1,733	249	98.00	.....	.....

EXHIBIT D-1.

The Railway Mail Service distributes mails of all classes enroute, a postoffice on wheels—instead of sorting out the mails to individuals, the Railway Mail Service sorts it to post offices, delivers it to the proper station, picks up outgoing mail, and on our way to the next town we must distribute the mails received at the last station, and so on down the line.

DUTIES OF THE CLERK IN CHARGE.

Section 1572, Postal Laws and Regulations provides: "Where two or more railway postal clerks are assigned to duty in a crew, one shall be designated as clerk in charge. He shall have charge of car or cars; be accountable for all property belonging to or pertaining thereto; require each clerk of crew to comply with all instructions, regulations, and orders relating to the service; have all reports made; see that all mails are properly made up and dispatched, special care being given to local exchanges; and that registered matter is carefully handled and safeguarded; that the clerks use their utmost endeavor to complete distribution. The remaining clerks of the crew shall obey the orders of the clerk in charge."

Correspondence relative to the service performed by the crew will, when practicable, be sent to the clerk in charge for attention and report.

The clerk in charge is, to his crew, in the same relative position as the chief clerk is to his district. He is responsible for his crew and must see that all mails are properly handled. If the mails should run extra heavy for an assignment and light on another, the clerk in charge must rearrange his crew temporarily so as to control the distribution, if possible. He must keep a memorandum of all irregularities on trip; the time each member of crew reports at car for duty; at what point and time the helpers get on or off enroute; the time of arrival and departure of train at junction points; the amount of mail worked by each member of crew; the number of errors checked by each clerk, and many other incidents of the trip.

This data is necessary in making out the trip report at terminal of run, as the trip report must be a complete record of each trip. These reports are made in triplicate,

one copy for the superintendent of the division, one to the chief clerk, and one to be retained by the clerk in charge for a period of one year.

He must also be thoroughly familiar with space, which changes frequently: must know how much space is authorized in his train, which varies between different points on the line and on different days of the week. If unable to accommodate mails in the regular authorization, he must request emergency space in baggage or storage car, or an extra car if necessary, filling out forms in duplicate provided for this purpose; the original to be given to the train baggage man for the railway company, and the duplicate inclosed to the chief clerk with trip report.

He must keep a correct list of pouches to be exchanged, except at local offices, where not more than one pouch is dispatched or received, and must check this list as the pouches are delivered or received into the car.

REGISTER CLERK.

The register clerk must address register receipt cards and envelopes to himself for return of registry receipts by post offices or other railway post office register clerks as the case may be. He must call at terminal post office to receive or deliver all registered mails, except in a few cases some of the small lines have been allowed to pouch registers under an iron lock to terminal office and in most cases this was because these clerks were putting in excessive road time.

He calls at terminal post office for registered mail and must check off each article as entered by dispatching clerk and if correct must sign for total number, giving his name, line, train number, and date. He is now responsible for each registered article until he gets a receipt from next postmaster or register clerk enroute.

He must inclose registered mail in a lock pouch if possible, place same in mail wagon and see that the latter is locked, and accompany said wagon to depot, where again he must take charge of his registered pouches, at times numbering as many as 20. He will probably pick up more registers at the transfer clerk's office at Union Station, which are maintained in most of the larger cities. After he has gathered up all his registers he will report to his car where he will proceed to separate these registers for his different dispatches. His local registers, if he has no more than five for each dispatch, are first entered on local registry book, which is the clerk's record book, giving original number, office and date of origin, destination, and from what train dispatched; he then fills in the same register number and office of origin on yellow receipt cards—post marks the same and forwards with registered articles covered by this dispatch.

This receipt card is checked against registers accompanying same by the receiving postmaster or railway post office register clerk, and if correct he signs for the total number—post marks card and returns to the addressed clerk on opposite side of card.

At the end of each trip the register clerk must check these returned cards against his local book and if all are correctly signed and postmarked he must file, by month, for a period of three years.

If, however, he has more than five registers for any local office, he may use a manifold bill, making a carbon copy, giving the same information as on the yellow receipt card, the original copy to be forwarded with self-addressed envelope with the register described thereon, the duplicate copy retained by clerk as his record. The receiving office checks the registers as entered on bill and if correct, sign and post-marks, coupon attached, and returns in self addressed envelope received with registers. When this coupon is received by registry clerk he must paste to his duplicate copy and file for a period of three years.

All registers must be witnessed by another member of crew, before placing in pouch, immediately before locking same, and package containing registers must be marked "registered" in bold type, making notation on slip if any loose parcels or pieces are in pouch.

If a register clerk has five or more pieces for one dispatch, which are handled by more than one post office, or register clerk, after he dispatches them, he must inclose them in a jacket or pouch, if he has too many for a jacket. For example: He has five letters for Washington, D. C. He enters them on manifold bill (giving same date as for local office), places original copy with registers in jacket properly numbered and addressed to postmaster at Washington, D. C. He now seals and postmarks jacket and hereafter it is handled as one register instead of five, saving four entries for each clerk handling same en route thereafter.

If it is necessary to use a pouch on account of quantity or size of registers he must use a rotary register lock. Each lock has a serial number stamped on the outside, for example: S. 3489, which is known as the lock number. These locks also show another number, in the window, known as the rotary number, i. e., 516. This rotary number increases by one each time the lock is unlocked, therefore the pouch can

not be opened in transit without the lock showing it, as the register clerk places lock number and also the rotary number on manifold bill in space provided on same and that can be compared with lock at receiving office, otherwise the procedure in making a registered pouch is the same as a jacket.

At the terminal of his run he must have registers properly made up for all connections and it very often happens some of these connections are close and it will be necessary for him to deliver registers to other registry clerks on duty in mail cars of other trains in the yards, leave others with the transfer clerk at depot for some clerk not yet at depot but who will have received his registers from the terminal post office ere he can get to depot. The balance he will enter and deliver to the terminal post office in person, accompanying on wagon to post office, check over to receiving clerk, taking his receipt for same.

It quite often happens that the village postmasters are negligent about returning receipt cards or coupons promptly, or else are careless and forget to sign or postmark properly, and this causes extra work for the register clerk, as he must return them for correction or send duplicate. The postmaster may overlook a register and deliver same as ordinary mail. He naturally claims he did not receive this register and refuses to give receipt for same. The registry clerk must make out duplicate card and send to his chief clerk to be traced—usually a receipt can be obtained, sometimes not, and if the addressee says he did not receive it and puts in a claim it is usually up to the register clerk to pay the claim as he can show no receipt. This applies mostly to the one-man run, as there is no other clerk to witness the dispatch.

Any number of cases can be cited where clerks have been required to pay from \$100 on up, when the law plainly states that the Post Office Department are responsible for registered articles up to a certain value. A clerk should not be forced to pay the full value of a claim when the Post Office Department puts a limit on the amount they will be responsible for.

THE DISTRIBUTOR.

Having prepared the necessary slips at home, he is ready to begin the distribution of mails as soon as it comes in the car, after packages have been thrown off case labeled and slipped, registers checked and clothes changed. If on local distribution he will take sacks of papers or packages of letters, as the case may be, which are labeled to his line by other railway post offices and post offices, and work same out into directs or other railway post office lines, D. & D. or Dis. packages, which he will dispatch at the proper point. If distributing some State, not his local, he will make as many separations into directs, railway post-office lines, D. & D., and Dis. packages, as the quantity of mail and his space will permit.

As a rule the paper distributor, with the assistance of the letter distributor, will load the mail, after same is placed in the car door, and unload at the outer terminal, the exceptions being on the larger railway post-office lines, where helpers are assigned this work.

Mails must be taken into car as it comes from trucks at terminals and piled as per official diagram, 6 feet high, and leave men an 18-inch isle in center of car. Some of these sacks weigh 125 pounds, while others consist of light, fragile, parcel-post matter, and it is obvious that all the latter be kept on top. Sacks containing "fragile" mail are readily discernible by reason of the red "Fragile" tag placed upon all pouches or sacks containing such matter. To properly load a car requires strength and good judgment, and it is readily apparent here, as in numerous other cases, when the interest of the service is at heart.

Another class of railway postal clerks are rated as "distributors," being the clerks on the one-man runs. They are clerk in charge, register clerk, and distributor, performing all of the work done in a car. When these clerks sign the trip report at the end of each run, they sign as "Clerk in Charge" on the printed form furnished, but the department terms them "distributors." A clerk in chargeship would entitle him to \$200 per annum more salary, on a line of the same grade, and we contend that that is the principal reason he is not recognized as a "clerk in charge." We contend that the three-year limitation required by the department is unjust, because if a clerk is ever going to be competent, he will become so after five years in the service and will then be capable to discharge the duties of "clerk in charge." We believe he should be given the pay the position carries from the date of his appointment to that position, and not be required to wait three years for the salary.

EXHIBIT D-2.

SEC. 11. *Checking pouches.*—Too many reports of lost or alleged loss of pouches are being received in this division, and I am inclined to believe that clerks in some cases are not strictly complying with instructions contained in section 1612 of the Postal Laws and Regulations. It is very important that pouches be actually checked

on pouch record at time of receipt or dispatch, and too much stress cannot be laid upon instructions contained in this section.

It is fully believed that a large per cent of the reported loss of pouches are only alleged losses, and that alleged losses are due to clerks not properly checking pouches due to be received or dispatched by them, causing considerable unnecessary correspondence and expense to the Inspection Bureau to make the investigation.

The efficiency system provides a charge of 50 minus points for failure to check pouches on pouch record at time of receipt or dispatch, and this charge will be applied in each case where a clerk fails to do so.

Chief clerks will give this matter their special attention while traveling over their lines.

SEC. 2. *Clerk in charge, duties and responsibility of.*—The position of clerk in charge has long been looked upon by some clerks holding the designation, as an advanced clerical assignment, and as involving little in the way of executive responsibility. There has never been, nor is there now, justification for such clerks holding this view of their duties.

The duties of a clerk in charge are of a dual nature, clerical and supervisory. However, in some railway postoffices the supervisory duties appear to have been overlooked or neglected. Mail is occasionally carried past destination and into terminal of runs, not on account of the character and quantity, but simply because the clerk in charge of the car has failed to use, to the best advantage, the members of his crew.

In some cases each individual member of the crew, including the clerk in charge, is concerned only with the completion of his own particular distribution, which may be light, regardless of the quantity of mail being worked by another member of the crew. It is thought that such actions are attributable to indifference to the best interest of the service, lack of executive ability or a misconception of the duties and responsibilities attached to that assignment.

Clerks in charge should bear in mind that their selection for promotion with increased compensation was due, in a great measure, to their executive ability, they occupying the same relation to their crew that a chief clerk does to his line and with them rests, in a great measure, the effective application of the regulations and orders, as well as the completion of distribution.

A clerk in charge should not only possess a thorough knowledge of the Postal Laws and Regulations and rules governing the application of space basis, but he should also be familiar with the distribution and correct dispatch of all mails in his train, both when on time and when off schedule, and he should see that all members of his crew also possess this knowledge. When a member of the crew is lacking in this respect, he should endeavor, by tactful and intelligent effort, to assist the delinquent clerk to obtain that information. Should the delinquent clerk fail to manifest any interest in the matter and is plainly lacking in such information, report should be made to the chief clerk of the line.

It is believed that a majority of the clerks are, at all times, willing to obey instructions of and cooperate heartily with the clerk in charge, but in order that all may have due and timely notice, advice is given that while this office proposes holding clerk in charge strictly accountable for his supervision or lack thereof, it is also held that his orders and instructions to those with him must be obeyed; failure to comply will be charged as insubordination.

SEC. 4. *Registered mail, witnessing dispatch of.*—From personal observation I am inclined to believe that some clerks in charge and clerks handling registered matter do not realize the importance of instructions contained in section 898, Postal Laws and Regulations.

It is important that registered mail be handled strictly in accordance with these instructions and where there are two or more clerks in the car the registry clerk must have the dispatch witnessed. The clerk witnessing the dispatch should write his name or initials opposite the entry or entries in the registry book as evidence. This does not mean that the registry clerk will be permitted to count the registers and say to the clerk witnessing "Here goes ten registers for Lincoln" as he throws them into the Lincoln pouch and the witnessing clerk attaching his initials in the registry book as witness.

Such method of witnessing the dispatch of registered mail is absolutely valueless and in case of loss the registry clerk would be held responsible.

Clerks are financially responsible for the proper handling of registered mail and will be required to make good loss occasioned by disregard of the regulations.

The regulations contemplate that the witnessing of the dispatch of registered mail shall be such that a clerk witnessing can make an affidavit that he saw the particular register placed in the proper pouch immediately before it was locked, and that the pouch went out of the door without opportunity for anyone to open it after the register

was placed therein. Nothing short of this method of witnessing will be accepted or tolerated, and clerks in charge will give this matter their personal attention, and see that registered matter handled in their crew is handled in accordance with the above.

Chief clerks in traveling over their lines will also see that the above instructions are complied with.

EXHIBIT E.

THE CLAIMS OF THE GRADE 2 RAILWAY POSTAL CLERKS APPOINTED DURING 1912-13.

There is a class of railway postal clerks, those of grade 2, whose claims for a readjustment of salaries based on present laws should be brought to the attention of the Joint Commission on Postal Salaries for thoughtful consideration.

Most of these men entered the service during the years 1912 and 1913. To-day, after about six years of service, they are in grade 2, having been promoted one grade during all this time. Their treatment at the hands of the Post Office Department borders on injustice and was carried to such extremes that Congress finally attempted to bring relief by legislation.

Quoting from data furnished by one clerk in this class, we read:

"The general experience of hundreds, probably thousands of these clerks will be found to be identical with mine except for details which naturally will vary in individual cases. It is distasteful to me to mention my own past. I do so only for the sake of furnishing precise and authentic information to substantiate this claim.

I was appointed a substitute in the Railway Mail Service on October 24, 1913, and was called for active duty December 17, 1913. My appointment to the regular force, dated May, 1918, assigns me to Denver, Colo., terminal. I served as substitute for 4 years 4 months 14 days, a total of 1,595 days from December 18, 1913, to April 30, 1918. Of this time I was employed and received payment as follows:

1913, 14 days.....	\$38. 77
1914, 241 days.....	651. 99
1915, 224 days.....	529. 40
1916, 284 days.....	695. 53
1917, 365 days.....	924. 32
1918, 120 days.....	¹ 300. 00
Total, 1,248 days.....	3, 140. 01

An average daily wage of \$1.97, \$59.92 per month, or \$719.05 per year. Since I was employed by 1,248 out of a total of 1,595 days, I received no compensation whatever for 347 days.

"On July 1, 1917, the law providing a regular salary for all substitutes who had performed 313 days of service became effective, as provided by section 1543, Postal Laws and Regulations, which states: 'Hereafter any substitute railway postal clerk shall, after having performed service equivalent to 313 days, be appointed railway postal clerk of grade 1, and in computing such service credit shall be allowed for services performed prior to the approval of this act.' (Act of Mar. 3, 1917.)

"Prior to July 1, 1917, I had performed 944 days of actual service, and I was notified by the general superintendent Railway Mail Service on July 17, 1917, 'that effective July 1, 1917 I had been appointed a railway postal clerk grade 1, with pay at the rate of \$900 per annum for services actually performed.' Future pay was made only for services actually performed. My status as substitute remained unchanged by this act except that I could expect a promotion to grade 2 at the end of a year's satisfactory service.

"I was due to be advanced from grade 1 to grade 2 on July 1, 1918, having served a year in the lower grade following my appointment to this grade, as provided by law. This automatic promotion was then withheld because of the provisions of the post office appropriation bill for the fiscal year 1918-19, which granted a bonus of \$200 to each clerk. I was thereby forced to serve another year at grade 1. By application of section 1543 many substitutes who entered the service years later than I did are now but a few months junior to me. Again, other clerks who were appointed but a few months before me are now in grade 5 while I have just received notification of having been advanced from grade 1 to grade 2, effective July 1, 1919.

"This law was not made retroactive, but it would seem only fair and just to allow a promotion of one grade for each 313 days of the time spent as substitute, deducting of course the first 313 days of such service. Promotion to the grade which I could have attained under section 1543, Postal Laws and Regulations, as it is applied to-day

¹ January 1 to April 30. /

would place me in grade 5, the grade that has been reached by other more fortunate clerks who entered the service contemporaneously with me. I would then receive three grades for substitute service and the promotion that was withheld last year, in addition to the promotion that was made this year.

"Even though I were to be promoted to grade 5, I would still be short approximately \$900 in salary which I lost during this period, to say nothing of the 347 days of unemployed time while serving as substitute.

"Of those clerks in my class personally known to me, it can truthfully and without exaggeration be said, there are none more faithful nor more efficient in the entire mail service. It has been discouraging in the extreme to them, when, after years of hard toil and diligent study, they are still held down, through no fault of their own, to the same salary paid female clerks and entering raw recruits, many of whom had not even passed a civil service examination.

"In spite of the apparent injustice done them and their families during these years of abnormal times and high prices, they clung with unwavering faith to the belief that they would eventually receive what is justly due them, viz., promotion to the proper grade earned by years of service, and back pay for the salary they have lost. Even the claim to back pay, with the exception of the \$100 lost during 1918-19, would be waived by many clerks in this class, if only the earned promotions were made."

Respectfully submitted for your consideration.

GEORGE L. M. RIEKENBERG,
Fourteenth Division Representative.

A BRIEF STATING THE CASE OF THAT CLASS OF RAILWAY POSTAL CLERKS WHO WERE ORDERED BY THE POST OFFICE DEPARTMENT TO CHANGE THEIR RESIDENCE.

This moving directly concerned their salary, as clerks were required to defray their own expenses, even to transportation. Quite a number of them owned their own homes and had their residence at natural terminal points for a number of years, the said terminal points being suitable to the department.

In forcing them to move then to a different and sometimes distant locality the department compelled them to sever all home ties, life-long friendships, and, in some cases, to sacrifice property at a loss, owing to the short time allowed them to arrange their personal affairs.

We believe that this class of employees should be reimbursed for actual and necessary expense incurred when changing residence under orders of the department.

A BRIEF COVERING THAT CLASS OF RAILWAY POSTAL CLERKS WHOSE SALARY WAS REDUCED BY THE ORDER OF THE POST OFFICE DEPARTMENT ON ACCOUNT OF REORGANIZATION OF CERTAIN RAILWAY POST OFFICE LINES.

About two years ago several of the longer railway post office lines were cut, and, in some cases, the number of clerks was reduced and their salaries reduced where the men involved did not wish to accept appointment to a vacancy on a foreign line of their own class.

Some of these men were offered appointment to distant lines necessitating removal from their established headquarters, and in cases where clerks declined such appointment, they were arbitrarily reduced in salary and grade by the department.

We do not think these reductions were fair or warranted, as the law specifically states that "when reorganizations of the service are made that salaries shall not be reduced by reason of such reorganization."

We ask that these clerks be restored to their proper grade and salary.

Mr. BELL. The next speaker is Hugh Sparks, of San Francisco.

STATEMENT OF MR. HUGH SPARKS, SAN FRANCISCO, CALIF.

Mr. SPARKS. Mr. Commissioner, I represent the railway mail clerks assigned to road service in the eighth division of the railway mail service, comprising the States of California, Nevada, Utah, Arizona, and the Territory of Hawaii.

I have been given the subject of salaries and living costs, as those are necessarily related subjects.

It will not be my purpose to detain you in an effort to give you all the facts involved, as I am confident that a full and free consideration of certain of the essential facts will convince you and the other members of the commission that the salaries paid to railway postal clerks are at the present time inadequate to meet the living costs; that those salaries are also, because of the laws fixing them, and the regulations promulgated under those laws, inequitable. They have become inequitable as a result of the lapse of time and the administration of those laws.

In determining the reasonableness of a salary it is necessary to take into consideration certain factors which are fundamental. One of these factors is the value of the service rendered by the employee. We believe that the service rendered by a railway postal employee is of inestimable value to the public of the United States, because of the fact that it is necessary that the distribution of certain classes of mail, such as registers, letters, and daily papers should be done while it is moving in the direction of its destination. It makes for facility of dispatch and enhances the contentment of the people of our country, when they realize that they will receive their letters, even though they be of a social nature, when they should receive them; and in the case of daily papers, the dissemination of news is of vital importance to the people. There is no class of Government employee who realizes this better than the railway postal clerk, because if a single daily paper should be missent by one of them it results in his being penalized, and properly so, because the people must get the news of the world, and that is the means by which they get it.

The relations, I might say, between the railway mail service and general business are such that we might aptly say that the prosperity of the one is dependent on the prosperity of the other. It is essentially the case that anything which injures the railway mail service must inevitably injure the business conditions of the country.

Now on the matter of mental requirements as a factor entering into the establishing of an adequate wage. There are a great many vocations which require no special mental qualifications. But the railway mail service is not one of those vocations. We are required to take an entrance examination, which is not in itself severe—that is, the mental examination—but that is merely an entering wedge. Once we are appointed to the service we are examined at frequent intervals upon knowledge of distribution, upon knowledge of connections—by that I mean we must know the connecting railway post office or route by which any given piece of mail matter will reach its destination, by the shortest possible route in point of time. These things we must know. In order to know them, it is necessary to devote our time to study. We can not devote time to study when we are performing the services of railway postal clerks on the road; therefore we must devote time to study at home. This is, we believe, a matter to be taken into consideration in connection with the salaries that we should receive.

We must also study postal laws and regulations. We have an arrangement with regard to postal laws and regulations which we do not believe exactly equitable in regard to assignments. We have 535 questions. We must memorize all of the postal laws applicable

to the railway mail service in order to answer any one of those questions. We must do it every time we have an examination, and we have heretofore been required to take it once every year. I am not offering that, Mr. Commissioner, as a grievance, you understand, but merely as one of the requirements to be considered in connection with salaries—studies.

We must have accuracy, we must have speed. Speed and accuracy naturally are based upon study, upon a perfect knowledge of what we are required to do.

Another thing to be taken into consideration is the physical requirements. It is recognized by those in Congress who have introduced legislation pertaining to the retirement of classified civil employees that railway postal clerks are entitled to special consideration, inasmuch as every bill which has been introduced in our behalf and we sincerely hope, both in the interest of ourselves and the Government, that some of them will speedily be enacted—have contained a provision to the effect that railway postal clerks will be retired—when eligible for retirement—five years earlier than other classes of employees. That, I assume, is due to the fact that they recognized that our service is more strenuous, that our earning power will not last as long as the men employed in more mild vocations.

Mr. BELL. And that work is more hazardous.

Mr. SPARKS. Hazardous; yes, sir. It is more hazardous.

Another element which I believe is necessary for consideration in order that you may arrive at what shall constitute an equitable salary, is the element of danger in our service. In the case of accident to a train it is usually the case that a mail car follows the engine immediately. The postal laws and regulations require that we shall keep the doors of mail cars closed except when mails are being dispatched therefrom or received through them. As a result of this when danger is impending we receive no warning. The engineer, the fireman, can see what is ahead of them; we can not. We come into the smash without any knowledge of what is coming. That is a danger which I believe should be taken into consideration in fixing our salaries. It is generally the case that such things are considered in all lines of industry.

Another danger, and a very considerable one, to which we are subjected is that of contagion. We handle the mails of the United States, and those mails originate in every conceivable place throughout the world. No one is deprived of the privilege—and rightly so—of using the United States mails, but it is a fact that those who handle them are exposed to certain dangers which people who do not handle them are not exposed to.

Another thing upon which I will touch is reorganization. I assume that reorganization comes under the subject of salaries, inasmuch as sacrifices of salary have to be made as a result of reorganization, resulting, of course, from departmental orders. Let us assume that a railway post office line is reorganized. It has been our experience that when railway post office lines are reorganized the reorganization is for the purpose, generally, of curtailment of service—at least that has almost always resulted. Now, as a result of the reorganization certain men are required, for instance, to change their residence.

Under existing law the expense incidental to such changes of residence must be borne by the clerks affected, and there are instances in my division where this expense has amounted to more than \$25 a month covering a period of 12 months. Mr. Commissioner, railway postal clerks raise no question of legality with respect to these sacrifices, but they contend that they are inequitable, inasmuch as existing law affords them no relief against them. They also contend that they come within the jurisdiction of the commission, as the money so expended is necessarily derived from their salaries as railway postal clerks, they being required by regulations to give their entire time to the department, and forbidden to engage in business for profit, either as principal or as agent for others. (Sec. 1599 P. L. and R.) Furthermore, such expenditures are made in compliance with departmental orders, and are wholly in the interest of the Postal Service. The Congress of the United States enacted a law March 3, 1917, protecting clerks against reduction in salary because of changes in the service. The necessity for this legislation was brought about by the same reorganization of the service which requires clerks to change their residence at their own expense, therefore, we respectfully suggest that this act be amended or amplified so as to require the department to pay the actual and necessary expenses of such clerks, and that those who have already been required to move at their own expense be, upon certification of proper vouchers, reimbursed. We feel confident that you will take cognizance of this situation, as, being charged with an equitable readjustment of salaries, we believe that, once they are so readjusted, you will not suffer their depletion through causes which are wholly in the interest of the service. In fact, we feel that an equitable readjustment of salaries is impossible without some such provision, and knowing that "Equity regards as done what ought to be done," we feel assured that your recommendations will be favorable to us.

Surplus clerks is another thing to be considered. Surplus clerks have practically lost their identity. That is another thing which comes under reorganization because surplus clerks are a by-product of reorganization. If they belong to a class A, railway postal office, they can be promoted to the maximum grade of a class A assignment, but if they belong to a higher classification they can not be promoted beyond the maximum grade of a class A assignment. Of course, if the single classification should be adopted, it would not be necessary to make any provision in regard to that.

Another thing in inadequacy of salaries. The increased cost of living in my city, San Francisco, was, in August, 70 per cent. My pay has increased since 1914, 28 per cent; the difference is 42 per cent. Forty-two per cent of my pay in 1914, is \$630. This added to my present pay, \$1,920, would amount to \$2,555. If my pay had increased in the same ratio as the living costs, I would now be receiving \$2,555. That is the point I wish to make. I use my own case because I am more familiar with it. It is a fair illustration, I think, of other conditions, but I wish to say to the commission that I have received every advance of pay that has been authorized by Congress and I am a class C man, and I have reached the maximum meritorious grade of my assignment; therefore I am in a very much more fortunate position than many other railway postal clerks throughout the country.

Another thing I wish to say in qualification of this high cost of living that I have quoted is this: That living costs in San Francisco are considerably less than in other parts of the country, because the monthly labor review shows that it is about 93 per cent in New York, while Los Angeles, Calif., was the lowest given in the whole United States. Seattle, I believe, was second and San Francisco third. But I do not wish to make the inference that this is representative of the whole country. It is of a locality. You have received figures. I presume, with respect to other localities.

Now, I will compare outside conditions, outside industries. I have a list here of 101 crafts. This list was obtained from the building trades of my city, San Francisco. Of those 101 crafts, 97 of them receive \$5 or more per day. Four of them receive less than \$5 per day. Sixty-seven of them receive double time for overtime. We maintain that when such a condition exists outside the service, that the service itself is injured. We are not arguing our case; we are arguing the case of the public. The service itself is injured as a result of the conditions. They are better in other industries than they are in the Post Office Department, because of which it is impossible to obtain efficient men for this service, and when we do obtain a man who possesses the qualifications necessary for efficiency, he immediately leaves the service. The old men who have been in the service a number of years have reached a condition where they are practically unfitted for outside service, and that is perhaps the only thing that is holding the service up at all. Those men can not afford to leave, some of them, because they are entirely unfitted for outside work.

Mr. Sparks submitted the following papers, brief for railway postal clerks assigned to road service in the eighth division, Railway Mail Service, prepared by himself; brief for transfer, terminal, and substitute clerks, prepared by a committee of railway postal clerks at Los Angeles, Calif., and a brief covering general conditions, prepared by John A. Gager, Ogden, Utah.

BRIEF SUBMITTED BY MR. HUGH SPARKS.

FOR RAILWAY POSTAL CLERKS ASSIGNED TO ROAD SERVICE, EIGHTH DIVISION, RAILWAY MAIL SERVICE.

It is not my purpose to detain the commission with an extended argument which shall comprehend all the facts involved, as I indulge the confidence that a full and frank consideration of the essential facts will convince it that the current basis of salaries in the Railway Mail Service, as applied to the men engaged therein, is inequitable; that the salaries are, as a result thereof, inadequate; and that a general reclassification and readjustment, with a view to doing equity to all concerned, should be recommended. I shall, therefore, endeavor to confine the discussion within as brief compass as the importance of the case will permit.

I. Salaries can not be held adequate because of the financial ability of those to whom they apply to exist.

Man, being endowed with the highest order of intelligence of all God's creatures, uses that intelligence to adjust his manner of living to his means; consequently, if he receives little he eats and wears little. He denies himself and his family, should he have one, many of the essentials of life. He lives, and those who are dependent upon him live, not as God intends that they should live, but rather as they are compelled, by force of economic circumstances, to live.

As evidence of the fact that railway postal clerks, because of present salary conditions, have been compelled to adopt, for themselves and their dependents, a standard of living which is un-American, I submit herewith, under separate cover, marked "Exhibit A," certain signed statements from the clerks themselves.

For the convenience of the commission I have attached typewritten briefs of the statements referred to above, which may be verified by reference to the statements themselves.

II. In determining the reasonableness of a salary the value of the service rendered is one of the factors to be considered.

The functions of the road service are: To receive, distribute, and dispatch the various classes of mail enroute in such a manner that it will receive the maximum of protection while in the possession of the clerks, and when being dispatched therefrom, and will reach its destination by the shortest possible route, in point of time.

It would be, I believe, impossible to exaggerate the importance of the distribution of certain classes of mail, such as registers, letters, and daily papers, while they are traveling in the direction of their destination, and were it not for such a system the delay to and uncertainty in the receipt of important business communications would be sufficient to greatly injure the business of the country, and the added expense necessary to the establishment of a "closed-pouch service" throughout the country would be appalling. And this, notwithstanding the fact that practically as many distributors, in addition to those already there, as there are railway postal clerks, would have to be employed in the large centers of distribution.

We believe, therefore, that the service which we render to our country is of the very first importance to its people; that it is of almost inestimable value to them, and we pray that, in arriving at your conclusion, you give this matter consideration.

III. Mental and physical requirements and hardships as factors to be considered in determining the reasonableness of a salary.

There are few duties required of men in any other line of endeavor which carry with them the same necessity for quick, rapid, and accurate thinking, extended over as long a period of time, often, because of the adverse conditions under which railway postal clerks assigned to road service are compelled to work, until the very limit of mental and physical endurance is reached. In proof of this I would call your attention to the fact that the essentials of an efficient railway postal clerk are:

- (1) Knowledge of schemes of distribution.
- (2) Knowledge of connections. (The connecting railway post office or stage route to which the mail should be dispatched in order that it may reach its destination in the shortest possible time.)
- (3) Accuracy.
- (4) Speed.
- (5) Endurance.

It is generally conceded to require from three to five years for a substitute entering the service to become an efficient railway postal clerk. He must be conversant with single, double, triple, and sometimes even with more supplies for any given office. This can be attained only by constant study during lay-off periods, keeping up with the changes in railroad schedules, correction of schemes from general orders issued weekly showing all service changes, new offices established and old offices discontinued, with the consequent changes of supply.

Accuracy is necessary, not only from the standpoint of the public good, but from that of the clerk as well, as errors in distribution cause delay to the mail involved, and the clerk making them is penalized by being charged with minus points, enough of which may result in a failure to receive promotion when due, demotion, or even dismissal from the service.

Speed is necessary, inasmuch as the road clerk has only a limited time (the running time of the train between points of dispatch) in which to complete the distribution.

Endurance is necessary, as he has to contend with the motion of a moving train, the strain of completing the distribution before reaching the point at which the mail is to be dispatched, and the liability of delayed trains, which would require the reworking and repouching of the mail in order that it make the proper connection. Other things which make this work require men who can endure hardships are, that a great deal of the work is at night; that the hours of actual work are long; that the work, when on the road, is constant; and that the food eaten by the clerks consists, principally of cold lunches, there being either no means or opportunity to prepare anything warm.

As evidence that the Post Office Department considers that a railway postal clerk, to be efficient, must devote his entire time to the service, either working on the road or in study and rest at home, in order that he may be mentally and physically equipped for his next tour of duty, I quote section 1599, Postal Laws and Regulations:

"Sec. 1599. The compensation paid to railway postal clerks is for daily service whether they are on duty or not, and their entire time is subject to the control of the Post Office Department. Lay-off periods are granted for rest and recuperation, for correcting schemes, preparation for and work incidental to study upon distri-

bution assignment, the checking up of registry records, attention to official correspondence, preparation for next tour of duty, or any other matter pertaining to their assignments. The time shall not be utilized by clerks for the purpose of engaging in business for profit either as principal or as agent for others, nor should they overtax their physical strength so as to prevent their being in a refreshed condition when resuming active duty."

Having endeavored to show some of the hardships and deprivations that clerks in a railway post office are, of necessity, required to undergo, together with some of the responsibilities attaching to their position, I respectfully submit that these, together with the value of the service rendered, are among the principal factors to be considered in arriving at what shall constitute an equitable wage, and pray that you may give the foregoing your earnest consideration.

IV. Dangers incidental to service as a factor to be considered in determining our salaries.

The mail car usually occupies a position in the train immediately behind the engine, and the doors are required to be kept closed except when mail is being dispatched from or received into them; consequently clerks are never warned of any impending danger. The lives of enginemen are often saved by abandonment of the engine after setting the air brakes. Not so the railway postal clerk, who rarely has an opportunity after the air goes on, and before the crash comes to grab the safety rods with which the cars are provided.

Another source of danger to which railway postal clerks are subjected, and a very considerable one, comes from the fact that some of the mail they handle has been handled before them in its origin, at least, by persons afflicted with all manner of contagious diseases.

V. Salaries applicable to the Railway Mail Service as influenced by the present method of classification.

Section 1543, Postal Laws and Regulations, provides that:

"The Postmaster General may appoint railway postal clerks in such manner and of such respective grades and salaries as may be provided for in the annual appropriation acts for the service of the Post Office Department," and that "such clerks shall be designated as railway postal clerks," etc., "and shall be divided into the following grades, with corresponding salaries per annum not exceeding the following rates."

Then follows the basic or permanent salary grades, ranging from grade one, at not exceeding \$900 per annum, to grade ten, at not exceeding \$1,800 per annum.

Section 1549, Postal Laws and Regulations, provides that:

"The Postmaster General shall classify and fix the salaries of railway postal clerks, under such regulations as he may prescribe, in the grades provided by law; and for the purpose of organization and of establishing maximum grades to which promotions may be made successively as hereinafter provided, he shall classify railway post offices, terminal railway post offices, and transfer offices with reference to their character and importance in three classes, with salary grades as follows: Class A, \$900 to \$1,200; class B, \$900 to \$1,300; class C, \$900 to \$1,500." Paragraph 2 of this section provides that: "Clerks in class A shall be promoted successively to grade three, clerks in class B shall be promoted successively to grade four, and clerks in class C shall be promoted successively to grade five," and that "Promotions above these grades within the maximum grades of the classification may be made in the discretion of the Postmaster General for meritorious service."

The act of July 2, 1918, making appropriations for the Post Office Department for the fiscal year ending June 30, 1919, created two new salary grades in each classification, and provided:

"That on July first, nineteen hundred and eighteen, railway postal clerks shall pass automatically from the grades they are in and the salaries they receive under the act of August twenty-fourth, nineteen hundred and twelve, to the corresponding grade, with salaries provided for in this act."

This act contains a proviso to the effect that "the salary of * * * railway postal clerks shall be increased during the fiscal year 1919 not more than \$200." This had the effect of preventing many clerks from receiving their automatic promotions, as provided for in section 1549, above, and prevented many who had reached the maximum successive grade in their classification from being considered for meritorious promotion. As a result, should this act and the subsequent acts granting temporary salary increases not be continued in effect after June 30, 1920, these clerks will drop back to the salary grades they were in on June 30, 1918.

The act making appropriations for the Post Office Department for the fiscal year ending June 30, 1920, created no new salary grades, but added \$100 to each classification which, because of the fact that all new grades have been held to be meritorious, has not benefited all the clerks in the service, as certain requirements, fixed subsequent to the passage of the act, must be met.

We believe that these acts granting temporary increases of salary were emergency acts; that they were passed for the specific purpose of giving relief to the clerks during the existence of an unusual condition; that they were intended to apply to all the clerks in the service; and that any construction which prevents them from so applying is a wrong construction.

We also contend that the method of classification authorized by the sections of postal laws and regulations quoted above injures both the service and the clerks employed therein, inasmuch as our salaries, while they are supposed to be fixed by law, are, as a matter of fact, largely a matter of regulation, as the opinion of the Postmaster General of the character and importance of our assignments determines their classification, which, in turn, determines our salary grades.

The act of March 3, 1917, provides that:

"Hereafter when railway postal clerks are transferred from one assignment to another because of changes in the service, their salaries shall not be reduced by reason of such change."

This act protects those clerks who are, because of changes in the service (reorganization), transferred from one assignment to another by order of the department, but it does not protect those who, as a result of reorganization, are placed on the "surplus" (unassigned) list, and, because of the nomadic life they are compelled to live in such position, accept appointment to another assignment. Nor does it protect those clerks who have reached the maximum meritorious grade of their assignments and are neither transferred nor placed on the "surplus" list, but who have all chances of further promotion destroyed as a result of the reorganization. To illustrate: In October, 1914, I reached the maximum meritorious grade of my assignment. In March, 1917, the railway post office to which I am assigned was reorganized. The classification of the line was not changed, still, as a result, I have been so far removed from the possibility of further promotion that I can not hope to ever get any. To meet a somewhat similar situation in the Army the Congress has passed a longevity act which provides that officers of the junior grades who have served 5 years shall have an increase of pay of 10 per cent, 10 years 10 per cent more, continuing in the same ratio until they have received an increase of 40 per cent, and this, irrespective of the fact that they may have been promoted from one grade to another in the meantime. Whether or not such a policy applied to the Postal Service would be sound I do not presume to say, but it is obvious that such an arrangement would not only attract high-grade men to the service but would tend to hold them once they had entered it.

As evidence that the present method of classification is injurious both to the service and the clerks, I submit herewith, marked "Exhibit B," a list of railway post office lines in the eighth division, Railway Mail Service, upon which service was discontinued and curtailed as a result of the reorganization during the period from January 1 to June 15, 1917.

VI. Should the present system of classification be eliminated?

We believe that in all equity it should, not only for the reasons set forth above but for the following additional reasons:

(1) Present classifications tend to retard advancement, as promotions to the meritorious grades, being discretionary, are so hedged in by regulations as to be difficult of attainment. As a result, efficient, conscientious clerks are made to feel that the service holds at best for them only a doubtful future; consequently, they take advantage of the first opportunity to resign, their places being filled by new men who must put in several years of study before they can render as efficient service as their predecessors.

(2) The duties in the different grades and classifications are practically the same. This may be evidenced by the fact that while the clerk in a class C assignment takes more examinations and works more consecutive hours than the clerk in a class A assignment, the latter, by virtue of the fact that he usually runs alone, is a clerk in charge, which means that he has more responsibility than the class C clerk below the grade of clerk in charge. He handles all classes of mail, makes trip reports, tends local stations, which the Postal Laws and Regulations consider the most important service that a railway postal clerk can render; in fact, he does everything, but on a smaller scale, than the clerk in the higher salaried assignment.

VII. Are the basic salaries of railway postal clerks adequate under normal conditions?

No. I quote from the final report of the Commission on Industrial Relations (S. Doc. No. 415, 64th Cong., August, 1915):

"In the highest paid occupations among wage earners, such as railroad engineers and conductors, glass blowers, certain steel-mill employees, and a few of the building trades, the incomes will range from \$1,500 to \$2,000 at best. Such an income means, under present-day conditions, a fair living for a family of moderate size, education

of the children through high school, a small insurance policy, a bit put by for a rainy day—and nothing more. With unusual responsibilities or misfortunes, it is a little, and the pinch of necessity is keenly felt."

VIII. Living conditions.

The August, 1919, Monthly Labor Review, Bureau of Labor Statistics, Vol. IX, No. 2, page 109, shows that the average family expenditures for 22 food articles combined, in San Francisco, Calif., was \$271.48 in 1913 and \$458.97 in June, 1919.

Percentage increase June, 1919, compared with 1913—69 per cent.

My salary, October, 1914, was \$1,500 per annum.

Since that time I have received an increase of \$300 per annum, as a result of the special legislation contained in the appropriation acts of 1918 and 1919.

My present salary is, therefore, \$1,800 per annum.

Percentage increase in pay July, 1919, compared with October, 1914—20 per cent.

Difference between percentage increase in living costs and percentage increase in pay—49 per cent.

Forty-nine per cent of \$1,500, my pay in October, 1914, is \$735, so it is obvious that, in so far as supporting myself and family is concerned, I am, in respect to the 22 food articles referred to above, \$735 a year worse off now than I was in 1914, as prices did not rise appreciably until 1916.

My present salary of \$1,800 per annum plus \$735, the sum representing the difference between percentage increase in living costs and percentage increase in pay, is \$2,535, the salary I would be receiving to-day had my salary increased in the same ratio as the prices of the food articles referred to above.

This is not an extreme case, as the same authority shows the average per cent of increase in the cost of the articles referred to in 39 American cities as of June, 1919, compared with 1913, to be approximately 84 per cent.

To illustrate the increase in the cost of clothing, I quote from page 114 of the Monthly Labor Review for August, 1919, as follows:

Wholesale prices in July, 1914, and in June, 1919, as compared with average prices in 1913.

Average money prices.

Article—textile and leather goods.	1913	1914	June, 1919.
Cotton, upland, middling.....lb.	\$0.128	\$0.131	\$0.328
Sheeting, brown, pepperell.....yd.	.073	.070	.190
Bleached muslin, lonsdale.....do.	.062	.065	.206
Wool, $\frac{1}{4}$ and $\frac{3}{8}$ grades.....lb.	.471	.444	1.182
Storm serge, all wool, 50-inch.....yd.	.563	.506	1.137
Leather, chrome calf.....sq. ft.	.270	.275	.825
Leather, sole, oak.....lb.	.449	.475	.990
Shoes, men's, Goodyear welt, vici calf, blucher.....pair.	3.113	3.150	6.710
Shoes, women's, Goodyear welt, gun metal, button.....do.	2.175	2.200	5.850

In considering the prices quoted above it should be remembered that they are, except in the case of shoes, the prices of unfinished articles, and that the finished article costs the consumer (quotation shows wholesale prices) about 100 per cent more than the wholesale prices for June, 1919. This statement is borne out by the fact that men's shoes, such as are listed above, cost retail in San Francisco at the present time from \$12 to \$14 a pair.

While figures compiled by the Bureau of Labor Statistics show a decrease of from 2 to 5 per cent in the prices of the 22 food articles referred to above, in 15 municipalities in widely divergent localities, for the month of September, they show a 2 per cent increase for San Francisco, Calif., and Portland, Oreg.; a 1 per cent increase for Los Angeles, Calif., and a slight increase for Salt Lake City, Utah, and Seattle, Wash.

I desire to call the attention of the commission to the fact that I have used my own case to illustrate the inadequacy of the salaries of railway postal clerks to meet present living conditions, not because I believe it to be representative of the majority of the clerks, but because of my familiarity with it. That it is not representative of the majority, thousands of whom must be in a much worse predicament than myself, may be shown by the fact that I am assigned to a class C railway post office, which carries with it the highest salary grade; that I reached the highest meritorious grade of the assignment in October, 1914; and that I have received all the increases authorized by Congress subsequent to that time.

IX. Do our salaries compare favorably with those of men in outside industry?

We answer that they do not, and, as proof that they do not, beg leave to submit herewith the wage scale of the Building Trades Council of San Francisco, Calif., as of August 12, 1919, marked Exhibit C. By this wage scale 101 crafts carrying differ-

ent salaries are listed, and the salaries received by them in 1915 and 1919, with the overtime rates are shown.

I desire to call your attention to the fact that common laborers received \$3 a day in 1915, and that they now receive \$5 a day, an increase in four years of approximately 66 per cent. I would also call your attention to the fact that I entered the Railway Mail Service in January, 1905, and that my present salary, including the temporary increases, is \$5 a day.

Article I, section 8, of the Constitution of the United States, among other things provides that:

“The Congress shall have power: To establish post offices and post roads, and to make all laws which shall be necessary and proper for carrying into execution the foregoing powers, and all other powers vested by this Constitution in the Government of the United States or in any department or officer thereof.”

With all deference I submit that, in view of the prevailing wages in outside industry, unless something is done, and done soon, to make the Postal Service attractive to young, efficient men it is going to be difficult to maintain it as a great public service should be maintained.

X. Suggested remedy.

Having endeavored to show some of the evils attending the present method of classification, with respect to their influence upon the salaries of the employees, as well as their deleterious effect upon the service itself, considered from the standpoint of the public good, together with the inadequacy of the salaries received at the present time, I respectfully suggest that a single standard of classification be recommended with salary grades as follows:

Substitutes.....	\$1, 700
Grade 1.....	1, 900
Grade 2.....	2, 000
Grade 3.....	2, 100
Grade 4.....	2, 300
Grade 5.....	2, 500
Clerks in charge.....	2, 800

Railway postal clerks, having sacrificed much in the last few years and having in the meantime served the public loyally and honestly, approach this question of wage adjustment with clean hands. They have done equity, while the law, through its deficiencies and the regulations promulgated thereunder, have denied them equity. They therefore appreciate the opportunity offered them to present their case, knowing that the application of justice thereto means better living conditions for themselves and their dependents.

CONCLUSION.

I have, in my poor way, endeavored to present the views of those whom I represent very frankly and earnestly—I need not add that they are submitted with all deference. I rest the case with every confidence that a just and impartial consideration of the facts will persuade the commission that in all equity it should recommend, not only a substantial increase of salary for railway postal clerks, but the elimination of the present method of classifying railway post offices, terminal railway post offices, and transfer offices as well.

EXHIBIT A.

[Briefs of letters referred to under subheading I of brief.]

Letter No. 1. Loren G. Mackie, 3008 Dana Street, Berkeley, Calif.:

1. Has been over a year paying off a small doctor bill.
2. Bought Liberty bonds of each issue, but was forced to dispose of them as soon as paid for.
3. By living in a niggardly manner is able to pay rent, grocery bills and household expenses, but himself, his wife, and baby are short of the clothes they should have.
4. Wants to know what the future has in store for him.

Letter No. 2. George O. Cooper, 1710 Grand Street, Alameda, Calif.

1. Has been in the Railway Mail Service 12 years.
2. Bought a Liberty bond of each issue, but was forced to sell them (\$250 worth) at a discount in order to make payments on home.

3. Members of family had influenza. As a result it became necessary that his wife be operated on, and, having no money, was forced to humiliate her and himself by sending her to a medical clinic.

4. Has two children in school and can not keep them clothed as they should be.

Letter No. 3. James E. Oliver, Berkeley, Calif.:

1. Purchased five Liberty loan bonds of the different issues, all of which were sold to pay dental bills, doctor bills, and funeral expenses.

2. Himself and family are in need of clothing.

3. Is living as economically as possible, but finds it impossible to provide for the future.

Letter No. 4. Charles Greener, 239 Lisbon Street, San Francisco, Calif.:

1. Was appointed to the Ogden & San Francisco R. P. O., a class C line, March 16 1912, after 23 months' service as a substitute.

2. Was placed on the surplus list as a result of the reorganization of his line. Because of this and the manner of appointing substitutes prior to the act of March 3, 1917, four years and eight months of his nine years and six months' service have been without chance of promotion.

3. Last promotion dated October 14, 1916. This does not include the salary promotion authorized by the appropriation act for the fiscal year 1918-19, which he received; but he has not received the salary promotion authorized by the appropriation act for the fiscal year 1919-20.

4. While on the surplus list was ordered to and performed service in the Omaha, Nebr., and Council Bluffs, Iowa, Terminals for eight months, during which time he was offered appointment to different R. P. O. lines, post offices and terminals, all of which carried a less salary than he was receiving.

5. Since being placed on the surplus list has worked months without interruption on the line from which he was surplused, and surplus or substitute clerks have been continuously employed thereon.

6. Bought Liberty bonds of every issue, but as each was paid for was turned over to the grocerymen or others at a discount.

Letter No. 5. Frank Ansell, Oakland Pier, Calif.:

1. Three dependents—wife and two small children.

2. The San Francisco Terminal R. P. O., to which he was assigned, was discontinued and he was placed on the surplus list.

3. While resident in Dunsmuir, Calif., and running on the Ashland & Gerber, R. P. O. became sick. As a result was incapacitated for further road service and transferred to the transfer office at Oakland Pier, Calif.

4. Borrowed money to pay expense of moving and doctor bills, and finally sold piano at sacrifice to meet obligations.

5. Because of inadequacy of salary, increased cost of living and misfortune, could not purchase Liberty loans bonds until the Victory loan, which, when paid for, will have to be disposed of to pay debts.

6. Has had to deny his family most of the necessities of life, such as clothing, dental work, pleasure, etc.

Letter No. 6. Frank S. French, care of Railway Mail Service, San Francisco, Calif.:

1. Financial condition January 1, 1915—

Property value.....	\$3,500
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Mortgage on same.....	¹ 1,800
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Liberty loan bonds purchased.....	5
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Liberty loan bonds sold.....	3
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Liberty loan bonds on hand (value \$100).....	2
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Cash on hand, less than \$100.

Outstanding indebtedness (except mortgage), none.

Unusual expense—sickness and death of wife in 1918, \$400.

2. Owe \$500 more in 1919 than in 1915, notwithstanding have sold some personal property to meet bills and maintain credit.

3. Length of service, 27 years; assignment class C, grade 7; salary, \$1,800 per annum.

¹ Sept. 24, 1919, \$2,300; increase \$500; value of property came as Jan. 1, 1915.

EXHIBIT B.

During the period from January 1 to June 15, 1917, railway post office service was discontinued and curtailed in the eighth division, Railway Mail Service, comprising the States of California, Nevada, Arizona, Utah, and the Territory of Hawaii, as follows: Railway post office lines discontinued—

Name of railway post office.	When discontinued.
1. Phoenix & Maricopa.....	Jan. 1, 1917.
2. Los Angeles & East San Pedro.....	Do.
3. Salt Lake City & Silver City.....	Jan. 2, 1917.
4. Niles & San Jose.....	Jan. 3, 1917.
5. Oakdale & Merced.....	Do.
6. Valley Springs & Lodi.....	Do.
7. Watsonville Junction & Santa Cruz.....	Do.
8. Hazen & Susanville.....	Feb. 28, 1917.
9. Klamath Falls & Weed.....	Do.
10. Oroville & Sacramento.....	Do.
11. Prescott & Crown King.....	Mar. 9, 1917.
12. Bakersfield & Shale.....	Mar. 19, 1917.
13. Los Angeles & Balboa.....	June 15, 1917.
Lines upon which service was curtailed—	
1. Los Angeles & San Diego..... (Service discontinued in trains 78 and 79.)	Jan. 1, 1917.
2. Preston & Salt Lake City..... (Sunday service discontinued.)	Do.
3. Ogden & Los Angeles (short run)..... (Sunday service discontinued between Salt Lake City and Eureka, Utah.)	Jan. 7, 1917.
4. Eureka & San Francisco..... (Sunday service discontinued between Ukiah and Willits, Calif.)	Jan. 18, 1917.
5. Reno & Columbia..... (Service between Columbia Junction and Columbia, Nev., 27.70 miles, discontinued.)	Feb. 12, 1917.
6. San Francisco & Visalia..... (Sunday service discontinued between Tracy and San Francisco, Calif.)	Mar. 3, 1917.
7. Ogden & Los Angeles (through run)..... (Service discontinued between Barstow and Los Angeles, Calif., and line cut at Caliente, Nev. Result: A number of clerks put on surplus list and others required to move from Los Angeles, Calif., to Ogden, Utah., and Calienta, Nev.)	Mar. 15, 1917.
8. Ogden & San Francisco..... (Service discontinued between Sparks, Nev., and Ogden, Utah, 537.08 miles, in trains 19 and 20, and line cut at Sparks, Nev. Result: 36 clerks put on surplus list and 26 required to move from San Francisco, Calif., to Ogden, Utah. Many of these clerks subsequently, because of economic necessity, accepted transfer to post offices and terminal railway post offices at a reduced salary, while some who elected to remain on the line had their salaries reduced.)	Do.
9. Phoenix & Los Angeles..... (Service discontinued between Parker, Ariz., and Barstow, Calif.)	Mar. 25, 1917.
10. San Francisco & Los Angeles..... (Service discontinued in trains 8 and 109 between Bakersfield and Los Angeles, Calif., and Sunday service discontinued in train 90, Fresno to Bakersfield, Calif., and train 51, Bakersfield to Tracy, Calif. Line cut for slow trains at Bakersfield, Calif. Result: A number of clerks put on surplus list, and some who remained on line reduced in salary.)	Do.

Lines upon which service was curtailed—Continued.

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|---|----------------|
| 11. San Francisco, San Jose & Los Angeles..... | May 15, 1917. |
| (Line cut at San Luis Obispo, Calif., and a number of clerks required to move from San Francisco to Los Angeles, Calif.) | |
| 12. Grand Junction & Ogden..... | May 20, 1917. |
| (Service discontinued in trains 15 and 16, whole length of line, 332.90 miles.) | |
| 13. Calexico & Los Angeles..... | June 1, 1917. |
| (Sunday service discontinued in trains 35 and 36.) | |
| 14. Mina & Keeler..... | Do. |
| (Service discontinued between Keeler and Owenyo, Calif., 16.70 miles.) | |
| 15. San Francisco & Barstow..... | June 15, 1917. |
| (Service discontinued in train 31 between Fresno and San Francisco, Calif.; in trains 2 and 3 between Bakersfield and Barstow, Calif., and Sunday service discontinued in short runs from Fresno to Corcoran, Calif., in trains 20, 23, 24, and 25.) | |
| 16. Ashland & San Francisco..... | Do. |
| (Service discontinued in train 12 between San Francisco and Gerber, Calif. Line cut at Gerber, Calif. Result: A number of clerks put on surplus list, and 8 required to move from San Francisco, Calif., to Ashland, Oreg.; 4 from San Francisco to Dunsmuir, Calif.; 2 from San Francisco to Marysville, Calif.; and 2 from San Francisco to Sacramento, Calif.) | |
| 17. El Portal & Merced..... | Do. |
| (Sunday service discontinued.) | |
| 18. Winnemucca & Sacramento..... | Do. |
| (Service discontinued between Winnemucca and Gerlach, Nev. June 1, 1917, summer service was established in trains 1 and 4 of this line between Sacramento and Portola, Calif., but was discontinued, effective after June 2, 1917.) | |
| 19. San Rafael & San Francisco..... | Do. |
| (Service discontinued in train 525, San Rafael to Sausalito, Calif.; train 533, San Anselmo to Sausalito, Calif.; train 516, Sausalito to San Rafael, Calif.; train 524, Sausalito to San Anselmo, Calif.) | |

NOTE.—Discontinuance and curtailment of service taken from general orders; result to clerks obtained in some instances, from those affected, but is, I believe, approximately correct.

In addition to the railway post office lines shown above, service has been discontinued and curtailed in the eighth division, Railway Mail Service, through reorganization, as follows:

Railway post office lines discontinued—

1. Foster & San Diego.
2. Fresno & Famosa.
3. Livermore & San Francisco.
4. Phoenix & Buckeye.
5. Sacramento River R. P. O.
6. Salt Lake City & Nephi.
7. Salt Lake City, Stockton & Silver City.
8. Stockton & Merced.
9. Redlands & Los Angeles.

Lines upon which service was curtailed, shortened—

1. Bowie & Miami.
2. Lakeview & Reno.
3. San Francisco & Exeter.

Total mileage represented by railway post office lines upon which service was completely discontinued.....	3,317.48
Total mileage represented by curtailment or partial discontinuance of service.....	2,528.26

Total mileage represented by discontinuance of service.....	5,845.74
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Money expended by clerks of the Ogden & San Francisco R. P. O., moving from San Francisco, Calif., to Ogden, Utah, in compliance with departmental orders, necessitated by reorganization of the line in March, 1917:

Gager, John A.	\$176. 39
Benton, George F.	198. 50
Benton, Edward N.	195. 07
Matheson, William D.	200. 00

Total amount expended.	769. 96
Average amount expended.	192. 49

One hundred and ninety-two dollars and forty-nine cents is \$16.04 a month, covering a period of 12 months, a virtual reduction of salary to that extent.

In addition to the four clerks whose names appear above, about 22 others were required to make this move because of the reorganization of this line. Some realization of the sacrifice made by these men may be had from the fact that they were what might be termed junior men in the service, the older men, because of having acquired title to or equities in homes, being the ones selected to remain on the San Francisco end of the line. On the other hand, a number of clerks whose property rights under the departmental ruling entitled them to remain on the San Francisco end of the line, did so at a considerable sacrifice of salary, rather than sacrifice their homes by moving to Ogden. The sacrifice of salary was necessitated because of the fact that there were not enough of the higher salaried positions to go round.

Money expended by clerks of the Ogden & Los Angeles R. P. O., moving from Los Angeles, Calif., to Ogden or Salt Lake City, Utah, in compliance with departmental orders necessitated by reorganization of the line:

Parkinson, Eugene.	\$356. 32
Herbst, Chester G.	301. 25
Stocker, Frank L. (about).	100. 00
Moffat, H. R.	129. 75

Total amount expended.	887. 32
Average amount expended.	221. 83

Two hundred and twenty-one dollars and eighty-three cents is \$18.48 a month, covering a period of 12 months, a virtual reduction of salary to that extent.

Railway postal clerks raise no question of legality with respect to these sacrifices, but they contend that they are inequitable, inasmuch as existing law affords them no relief against them. They also contend that they come within the jurisdiction of the commission, as the money so expended is necessarily derived from their salaries as railway postal clerks, they being required by regulations to give their entire time to the department, and forbidden to engage in business for profit, either as principal or as agent for others. (Sec. 1599, P. I. & R.) Furthermore, such expenditures are made in compliance with departmental orders, and are wholly in the interest of the Postal Service.

Realizing that it would not be equitable that the salaries of all railway postal clerks be increased to meet the burdens imposed upon those who are required to change their residence because of changes in the service, I would respectfully suggest that the act of March 3, 1917, be amended or amplified so as to require the department to pay the actual and necessary expenses of such clerks, and that those who have already been required to move at their own expense be, upon certification of proper vouchers, reimbursed.

Railway postal clerks feel confident that you will take cognizance of this situation, as, being charged with an equitable readjustment of salaries, they believe that, once they are so readjusted, you will not suffer their depletion through causes which are wholly in the interest of the service. In fact, they feel that an equitable readjustment of salaries is impossible without some such provision, and knowing that "equity regards as done what ought to be done," they feel assured that your recommendations will be favorable to them.

EXHIBIT C.

Wage scale, Building Trades Council of San Francisco, Aug. 12, 1919.

	1915	1919	Overtime rate.	Per cent of increase.
Bricklayers.....	\$7.00	\$9.00	Double time.....	28.57
Carpenters.....	5.00	8.00	do.....	60
Casters and model makers:				
Model makers.....	5.00	8.00	Week days, time and one-half; Sundays and holidays, double.	60
Casters.....	4.00	7.00		75
Cement workers:				
Finishers.....	6.00	9.00	Double time.....	50
Helpers.....	5.00	7.00	do.....	40
Laborers.....	4.00	6.00	do.....	50
Carpet layers (Sept. 1, '97).....	4.50	6.50	do.....	44.44
Electrical workers.....	5.00	8.00	do.....	60
Engineers:				
Stationary.....		6.00	Time and one-half.....	
				33.33
Hoisting and portable (Oct. 1, '99).....	6.00	8.00	Plus 12.5 per cent Oct. 1, equal.	45.83
Elevator constructors.....	5.00	6.60	Double time.....	32
Elevator helpers.....		4.50	do.....	
Furniture handlers.....	3.50	5.00	Week days, time and one-half; Sundays and holidays, double.	42.85
Granite cutters.....	5.00	7.50	Double time.....	50
Glass workers (all departments).....	4.50	8.00	do.....	77.7
Insulators (asbestos workers).....	4.50	8.00	Week days and Sundays, time and one-half; holidays, double.	77.7
Iron workers:				
Bridge and structural.....	6.00	8.00	Double time.....	33.33
Housesmiths and architectural, shop.....	4.00	6.00	do.....	50
Housesmiths and architectural, outside.....	5.00	6.00	do.....	20
Housesmiths on reinforced concrete.....	5.00	7.00	do.....	40
Housesmith helpers.....		4.00	do.....	
Hod carriers.....	5.00	7.00	do.....	40
House movers.....	5.00	7.00	do.....	40
Laborers (common).....	3.00	5.00	do.....	66
Marble polishers and finishers.....	3.50	5.50	do.....	57.1
Marble bed rubbers.....	4.00	6.00	do.....	50
Marble masons (setters).....	5.00	7.00	do.....	40
Marble masons (cutters).....	4.00	6.60	do.....	65
Marble carvers.....		6.00	do.....	
Marble-worker helpers.....	3.00	5.00	do.....	66.6
Mill men:				
Sticker men.....	3.25-5.00	7.00	do.....	(1)
Shaper hands.....		7.00	do.....	
Band sawyers.....		7.00	do.....	
Turners.....		7.00	do.....	
Rip sawyers for stickers.....		7.00	do.....	
Bench hands and cabinet makers.....		7.00	do.....	
Planer men.....		7.00	do.....	
Sash and door layer out.....		7.00	do.....	
Layer out.....		7.00	do.....	
Stock cutters, cabinet and trim.....		7.00	do.....	
Trim sawyers.....		7.00	do.....	
Smoothers and molders—hardwood.....		7.00	do.....	
Roller sanders.....		7.00	do.....	
Sash stickers.....		6.00	do.....	
Stock cutters on sash and door.....		6.00	do.....	
Smoothers and molders—stock.....		6.00	do.....	
Putters up on sash and door.....		6.00	do.....	
Mortisers.....		6.00	do.....	
Tenoners.....		6.00	do.....	
Elbow sanders.....		6.00	do.....	
Millwrights.....	5.00	8.00	do.....	60
Modelers and sculptors.....	7.00	8.00	do.....	14.2
Mosaic and terrazzo workers.....	4.00	6.00	do.....	50
Mosaic and terrazzo helpers.....		5.00	do.....	
Painters.....	5.00	8.00	do.....	60
Plasterers.....	7.00	9.00	do.....	28.57
Plumbers.....	6.00	9.00	do.....	50
Roofers (felt and composition, slate and tile).....	6.00	8.00	do.....	33.33
Sign painters:				
Pictorial.....	6.50	9.00	do.....	38.46
Advertising branch.....		8.00	do.....	
Pictorial, advertising branch.....		8.00	do.....	
Commercial work, signs, letters on doors, etc.....		7.80	do.....	

¹ 53.8 and 40.

Wage scale, Building Trades Council of San Francisco, Aug. 12, 1919—(Continued.)

	1915	1919	Overtime rate.	Per cent of increase.
Sprinkler fitters.....	\$6.00	\$9.00	Double time.....	50
Steam fitters.....	6.00	9.00	....do.....	50
Steam fitters' helpers.....	3.50	4.50	....do.....	28.57
Sheet-metal workers.....	5.50	9.00	....do.....	63.63
Stair builders.....	5.50	8.00	....do.....	45.45
Steam-shovel men:				
Engineers.....		2 200.00		
Crane men.....		2 155.00		
Firemen.....		2 115.00		
Stonecutters.....	5.00	7.00	Week days, time and one-half; holidays, double.	40
Teamsters:				
6-horse team drivers, per day.....	3.00-4.50	7.50	Time and one-half.....	(1)
4-horse team drivers.....		6.50		
2-horse team driver.....		6.00		
2-horse team drivers (on brick, new or old).		6.25		
2-horse team drivers on trucks.....		6.50		
4-horse team drivers on trucks.....		7.00		
1-horse team driver (on brick, new or old).		6.00		
2-horse lumber wagons.....		7.00		
3-horse spike teams.....		6.25		
Scraper teamsters.....		6.00		
2-horse plow teams.....		6.00		
4-horse plow teams.....		6.50		
6-horse plow teams and over.....		7.00		
Team owners (double teams).....		12.00		
Team owners (single).....		11.25		
Auto-truck drivers:				
Auto trucks of less than 2,500 pounds carrying capacity.		5.50		
Auto trucks of 2,500 pounds and less than 4,500 pounds carrying capacity.		6.00		
Auto trucks of 4,500 pounds and less than 6,500 pounds carrying capacity.		6.50		
Auto trucks of 6,500 pounds and over carrying capacity.		7.00		
5-yard auto truck and driver.....		35.00		
Tile layers.....	6.00	8.00	Double time.....	33.33
Tile helpers.....	3.00	5.00	....do.....	66.66
Upholsterers and trimmers (Oct. 1, \$6.50)....		6.00		
Varnishers and polishers:				
Shop.....	4.00	7.00	Double time.....	75
Outside.....	4.50	8.00	....do.....	77.77
Window shade workers and drapery workers (Oct. 1, \$7).	4.00	6.50	....do.....	62.54
Wood carvers.....	4.50	7.50	....do.....	66.66
Wood, wire, and metal lathers.....	6.00	8.00	....do.....	33.33

1 Per month.

2 50 and 66.66.

Plasters do not work on Saturday. All other crafts work four hours on Saturday, observing the afternoon as a holiday, except elevator constructors, furniture handlers, laborers, marble polishers and bed rubbers, teamsters, stationary engineers, and steam-shovel men.

BRIEF SUBMITTED BY MR. HUGH SPARKS FOR TERMINAL, TRANSFER, AND SUBSTITUTE CLERKS.

We, the committee representing terminals, transfer clerks, and substitutes of the Railway Mail Service, do respectfully submit and recommend for your consideration the following:

First. That there be but two grades for all classes of work in the Railway Mail Service, namely, clerks and clerks in charge.

Second. That under present conditions clerks in charge receive \$2,800 per annum, other clerks to be eligible to \$2,500, with an entrance salary of \$1,700 for substitutes with yearly promotions after one year in service.

Third. That these salaries are justified by increased cost of living and by wages paid in similar commercial occupations as well as those paid common laborers.

Fourth. That present salaries are not sufficient to provide, without a great deal of self-denial, for absolute necessities of clerks with families; and the proposed schedule is no more than sufficient to provide for these, and to enable clerks to lay aside a small sum toward a home or any emergency.

Fifth. That in as far as duties and work are concerned, there is no difference in the class of work performed in terminals or on the trains, and that all should be rated alike.

Sixth. That the service is facing a grave crisis due to scarcity of good men who are willing to enter the service at the low salary now offered and that many substitutes now in the service are now awaiting the action of your committee before deciding whether or not they will leave the service.

TERMINALS.

While the terminals were originally intended for the distribution of parcel post, the character of work now being done in terminals has been so enlarged that it has become identical with that done on the trains.

While originally, a number of unskilled substitutes could be used, the increased requirements of distribution now make it impossible to use more than a limited number of substitutes.

As a result of this increased distribution in terminals, many men have been withdrawn from train service, resulting in a large saving to the department of both men and space in trains.

A large proportion of clerks now in terminals are clerks with years of road experience and in many cases have been compelled to transfer to terminals, either because of the reduction or withdrawal of train service. This results in loss of promotion, so that many clerks have lost from \$100 to \$200 per year.

A majority of clerks in terminals receive salaries ranging from \$1,100 to \$1,500 per annum. The terminals are necessarily located in the larger cities where the cost of living is highest.

Terminal clerks are used more or less for part time service on the trains, often performing the more important work on the trains such as tending local, making catches, piling mail, etc.

Although considerable time is required outside of working hours to prepare for these examinations no time is allowed terminal clerks for study, correcting schemes and schedules, correspondence, doing identically the same work, studying the same examination, keeping up the same schedules and correspondence as road clerks.

In order to meet these study requirements, terminal clerks are, in reality, working approximately 8 hours and 30 minutes per day. We are paid for other overtime, but according to the department method of computing pay for overtime, we receive pay at a lower rate per day than our regular rate. For example, we would receive for 30 hours' overtime one week's pay, where we regularly work 48 hours per week. In commercial lines, overtime is paid at the rate of time-and-a-half or double time.

TRANSFER CLERKS.

Transfer clerks are stationed at the more important depots to supervise the dispatch of mails in and out of the station to insure its dispatch in the most expeditious manner to its final destination. They must know at a glance the correct dispatch for a given sack any time of the day. They exchange pouches with all the principal trains, receiving and dispatching mails the same as on the train. They also handle many pieces and pouches of registered mail, transferring them from one train to another.

Following is a list of some of the duties of transfer clerks:

Keep records of all delayed mail received, stating source from which received and final disposition made of same; time of arrival and departure of all trains; all registered mail handled; all pouches received and dispatched; all mail that becomes damaged in transit; all other irregularities.

Collect and dispatch the mail received from station letter boxes, which he must collect just before the departure of each train.

Keep supplies for clerks on the trains.

See that mails are not exposed to the elements or depredation.

Rework sacks and pouches that miss connection.

Authorize the use of excess space in trains where it is needed.

This space system of handling mail requires a great deal of technical knowledge. Upon the transfer clerk devolves the authorization of all space in trains, the cost of which in the aggregate, amounts to several thousand dollars in the course of the year.

The knowledge of connections and dispatch of mails make the duties of a transfer clerk compare favorably with those of clerks on the road.

The technical knowledge of the space system, the handling of registered mail, the reports required, and the supervision of a number of men make the duties compare favorably with those of a clerk in charge.

We believe they should be rated the same as clerks in charge and clerks on the road.

SUBSTITUTES.

Substitutes who entered the service during 1913 and 1914 have had a harder lot than any other class of men of whom we have any knowledge. They were held in the lowest grade until July 1 of this year, approximately six years.

During the war, when all other workers were being paid the highest wages in history, these substitutes were working for \$2.44 per day until a year ago, when the rate was raised to \$3.05 per day. Since July 1, they are receiving \$3.23 per day, after five and six years' experience. Compare this with the unskilled Mexican laborers who are receiving \$4.50 for eight hours with the Standard Oil Co., of Los Angeles. Passenger brakemen are receiving \$140 to \$160 per month for an eight-hour day. (In reality it is usually less than eight hours.) None of these occupations require study outside of working hours.

With the substitute in this service, it is different. They are required to utilize every spare moment for study. We quote from Section 1570 of Postal Laws and Regulations, which reads:

"Substitute clerks shall be examined whenever practicable on some State or section of a State before being permitted to perform service, unless their services can be utilized where general scheme distribution is unnecessary. They should not be given over 90 days on the first study requirement, and shall be required to pass satisfactorily one or more examinations covering at least 800 offices during each six months' period; also to be prepared to answer satisfactorily, within 30 days after qualifying for service, questions on the Postal Laws and Regulations as embraced in Group A, Book of Instructions."

On account of being required to work on all lines, their examination requirements may exceed those of regular clerks in whose assignments they work.

Numerous similar comparisons might be made, but the extreme difficulty in obtaining substitutes in spite of a popular predilection for civil-service positions is indicative that there are much better opportunities outside of the Railway Mail Service.

Los Angeles furnishes more applicants for civil-service examinations than all the rest of the eighth division. It might be interesting to note that the list from Los Angeles has already been exhausted, although the examination was held but a few months ago. The lists from other parts of the division were exhausted as soon as received. Indicative of the acute condition existing, it might be well to refer you to an order at Los Angeles, dated September 19, 1919, and signed by chief clerk, which reads:

"Clerks of this service who are acquainted with any intelligent young men who would make good material for the Railway Mail Service and are willing to accept temporary employment as uncertified substitutes, are requested to submit their names and addresses to this office without delay.

"It is desirable that in taking the matter up with any young man of your acquaintance you induce him at the same time to make application to take the regular civil-service examination for entrance into the Railway Mail Service, for, unless, the person agrees to take this examination, he could not be given employment in the service for any extended period."

Substitutes and unassigned clerks are only paid when they are given work, notwithstanding it was the evident intent of Congress to provide an annual salary for substitutes after one year of satisfactory service. As the department has interpreted this law, they are paid only for such days as they work at the annual rate.

The Los Angeles Street Railway Co. guarantees beginners (or substitutes) \$100 per month, while as a matter of fact, they actually earn considerably in excess of this amount. Unassigned clerks have worked five or six years to be paid at the rate of \$100 per month for the days they were actually given work.

The experience of Arthur G. Clark, who has been a substitute in Los Angeles district since November, 1914, we believe to be typical and will give a fair idea of service conditions for substitutes and unassigned clerks in general in this division. (An unassigned clerk is a substitute who has worked a total of 313 days since entering the service.)

During the first 20 months he was given only 219 days work—an average of 11 days a month, for which he received a monthly compensation of approximately \$27. It must be borne in mind that this \$27 was not net, as most of his work was at a considerable distance from his domicile. In a number of instances he would have been financially better off had he not worked at all. For example, on several occasions he was required to deadhead to Albuquerque, N. Mex. (a distance of over 900 miles), in order to obtain three days work, then deadhead back again. He received neither pay nor expense allowance for the three days consumed in traveling to and from his work. By July 1, 1916, as he had only worked 82 days that year, he asked to be excused until there was more work. He was called back a year later, but for the ensuing 7 months he only worked 74 days.

Since entering the service in 1914 he has spent \$1,200 more than he has received and he has bought no luxuries.

For these reasons, we believe that a substitute should receive an entrance salary of \$1,700 and that he should receive an increase of \$100 every year thereafter until he reaches the maximum grade of his assignment.

PERSONAL ITEMS OF INTEREST.

These are all clerks in the Los Angeles terminal.

Clerk A receives a salary of \$1,500 per annum. In order to exist, it is necessary for his wife to work part of the year and she earns from \$600 to \$700 per year doing stenography. This couple have been married three years and have not been able to get enough ahead to justify them in starting payments on a home.

Clerk C has been in the service 17 years. A year ago he was made a surplus clerk due to his run being discontinued, and for a year performed substitute service here and there as his services were needed. He has now been appointed to a terminal which necessitates his moving, with a consequent sacrificing of a cozy little home which he had spent years in fixing up. This meant the breaking off of friendships of years standing as well as a heavy financial loss to the clerk who had money invested in a home and in other property.

Clerk D has been in the service 10 years and had a nice daylight local run, living in a small town where he owned a little home. Because of his sympathy for a sick fellow clerk, he agreed to a mutual transfer to a main-line run, giving up his run to the sick clerk. Due to a subsequent cut on the main line, he was put back on the surplus list and sent hither and there as his services were needed. In the meantime he was obliged to make payments of \$55 per month out of a salary of \$116 per month in order to save the little he had put in his home. That he was able to do this was only due to the wonderful economy practiced by his wife, and it meant just barely enough to eat and cold lunches and work on the side by his wife in order to do this at all.

Clerk E became a surplus clerk after 10 years in the service on a fine local run where he had charge of a car. As a surplus clerk he was assigned to a very heavy run where the heavy lifting injured him to such an extent that he was obliged to ask for a light assignment, and has never felt as well since. His little girl suffered from an attack of infantile paralysis two years ago, and he has had to take her to a specialist twice a week, with the consequent heavy doctor's bills. It has been only by the most extreme self-denial that this clerk has been able to exist, eating at the cheapest restaurants, and other like measures. His wife worked in the fruit all this summer to help out living expenses.

Clerk F has been in the service 18 years, owns a little home of his own, and had saved a tidy little sum for a rainy day. During the past year he has not been able to make ends meet on his present salary of \$1,500 and has had to draw on this sum from time to time until he has now drawn out \$350. What he will do when this little nest egg is gone is a question which is causing him some anxious moments.

Clerk B was hurt in a wreck and was unable to resume his run on the train and has been obliged to take a reduction and enter the terminal. He has been in the service 12 years and now receives \$1,500, working on a night shift. His wife works out as a modiste, earning about \$400 in the course of a year. They have been able to lay aside enough to buy them a home.

Clerk G has been in the service 30 years and was forced to take an assignment in the terminal, due to failing health. During the past year he has had two serious operations, costing him around \$800. His salary is \$1,400. Had it not been that his wife is a physician, trained nurse, housewife, and wonderful manager they would have had to mortgage the little home—all they had in the world. Through the heroic work of his wife the home was saved. She studied up and again entered active practice as a physician, although well along in years, and has made enough to enable them to pay their debts and still keep their good name.

W. B. ROBBINS,
A. G. CLARK,
H. E. PEARSON,
H. H. PEDERSEN,
C. H. SANBORN,
Los Angeles, Calif., Committee.

BRIEF SUBMITTED BY MR. HUGH SPARKS AND PREPARED BY MR. JOHN A. GAGER, OGDEN, UTAH, FOR THE RAILWAY POSTAL CLERKS OF THE EIGHTH DIVISION, RAILWAY MAIL SERVICE, COMPRISING ARIZONA, CALIFORNIA, HAWAII, NEVADA, AND UTAH. HEADQUARTERS SAN FRANCISCO, CALIF.

Believing that an elaborate array of statistics showing the increase in the cost of living unnecessary, for by the time this statement is presented for the consideration of the Joint Commission on Postal Salaries, that body will have already had its attention directed to this matter many times, and our presentation of this data would be merely a useless repetition of an old story, we will instead, call its attention to the hardships and privations suffered by employees of this service and their dependents by reason of their inadequate salaries, their being forced to move their families and household goods to distant points at their own expense on account of service reorganizations, their being subject to reduction in grade at any time through reclassification and to the evils of the present system of fixing classifications and its attendant system of making of promotions.

ASSIGNMENT.

The official classifications of assignments in the Railway Mail Service are: Class A, class B, and class C.

The salaries applicable to road assignments are the salaries of all grades, 1 to 10, inclusive.

WORKING CONDITIONS.

Our occupation is a hazardous one. Before we owned and operated our own insurance organizations we were forced to pay an excessive rate for both accident and life insurance. We now get our insurance at actual cost, which is fortunate for us.

The point, however, that we wish to make clear is that the hazardous element of our occupation is not given the consideration it deserves to be given in the matter of fixing our compensation. Our salaries are no higher, and as a general rule not as high as the salaries of other men whose occupations call for no more than the usual risks of life, and when compared with the salaries of the trainmen with whom we run our salaries seem ridiculously small.

The work on the road is also very fatiguing; it tires us to the point of utter exhaustion. Our hours of duty are governed by the train schedules, or, more strictly speaking, by the arrival and departure of trains, frequently late trains. This condition adds further to the irksomeness and nerve-racking nature of our work, besides putting us to considerable expense, as our travel allowance is computed on an "on-time" basis, and we have no redress whatever. Nor are we paid for the overtime thus spent, or for the overtime we work during the holidays, or any other time.

For the purpose of showing the number of hours of road duty performed by clerks of this division, the following data, which is herewith presented and which is fairly representative of the whole division, is given concerning the following-named runs. It must be borne in mind, however, that these figures do not represent the actual number of hours spent on duty, but rather the number of hours that would be spent if trains were always on time.

Cobre & Ely R. P. O., class A, 6 hours 51 minutes.

Grand Junction & Ogden R. P. O., class B, clerk in charge, 6 hours 46 minutes; second clerk, 6 hours 59 minutes.

Butte & Salt Lake City, southern division, through run, class C: Clerk in charge, 6 hours 21 minutes; second clerk, 6 hours 20 minutes; helpers, 6 hours 8 minutes.

Short run, Ogden, Utah, to Ashton, Idaho, class B: Clerk in charge 6 hours 25 minutes.

NOTE.—This line is assigned to the thirteenth division, but the clerks are under the jurisdiction of the chief clerk district No. 1 of the eighth division.

Malad & Brigham R. P. O., class A, 7 hours 32 minutes.

Ogden & Caliente R. P. O., through run, class C: Clerk in charge, 6 hours 42 minutes; second clerk, 6 hours 40 minutes.

Short run, Salt Lake City, Utah, to Eureka, Utah, class A: Clerk in charge, 6 hours 40 minutes.

Ogden & San Francisco, east division, class C: Trains 9 and 10, clerk in charge, 6 hours 46 minutes; second clerk, 6 hours 44 minutes; third clerk, 6 hours 44 minutes; fourth clerk, 6 hours 44 minutes; fifth clerk, 6 hours 44 minutes; trains 5 and 2, clerk in charge, 6 hours 46 minutes; helpers in trains 9 and 2, Ogden, Utah, to Carlin, Nev., 7 hours 12 minutes.

Preston & Cache Junction R. P. O., class A, 6 hours 35 minutes.

Salt Lake City & Marysville R. P. O., class B: Clerk in charge, 7 hours 37 minutes; second clerk, 6 hours 40 minutes.

These hour requirements do not include any time taken for studying for case examinations, preparing slips, correcting schemes, comparing official case and rack diagrams, checking registry records, tracing missing registers, answering official correspondence, etc., all of which work is done at home on our lay-off periods. It is absolutely necessary in connection with our road work and can not be performed at any other time.

ARGUMENTS FOR SINGLE CLASSIFICATION.

Other branches of the Postal Service have but one classification. There are no good or convincing reasons why the Railway Mail Service should be different. We are respectfully, but none the less firmly, asking for a single classification for this branch of the Postal Service. There should be a single classification because the nature of the work performed in each of the present classes is so much alike that to divide our branch into three different classes seems hardly justifiable when the general results are considered.

It is our understanding that the rules for fixing the classification of runs are as follows:

Class A. One man runs, local, whose distribution is less than 150 packages of letters, 25 sacks of papers, and 30 registers for day's work.

Class B. Local runs, whose distribution is more than 150 packages of letters, 25 sacks of papers and 30 registers, but less than 250 packages of letters, 50 sacks of papers and 50 registers for day's work.

Class C. Runs where the distribution is more than 500 packages of letters, 100 sacks of papers, and 50 registers for day's work.

It will be noted in connection with the above named requirements that there is considerable difference between those for class B and those for class C.

Many runs now rated as A and B far exceed the requirements for their respective classes, but do not meet those for class C, although they perform as much work per man as the class C runs do and their distribution and other duties are governed by exactly the same rules and regulations that govern the class C runs.

To illustrate: All runs, regardless of classification, handle first-class mail, daily papers, parcel post, ordinary paper mail, circular and advertising matter. When unusual or unavoidable conditions prevail, which may bring about a congestion resulting in unworked mail, preference in its distribution is given according to its importance, as named above. These instructions apply to all runs. No clerk in charge, no matter what the classification of his run may be, is permitted to make any deviation from the regularly established method of procedure in cases of this kind, or for that matter no deviation from the regular routine, as outlined by the department, is permitted. The department's rules, so far as they apply to this service, must be obeyed by every employee, from the lowest to the highest. But of all service performed in mail cars, the local service is considered the most important, because it is through this medium that all mail matter reaches its destination. This work has precedence over all other work in the car.

Reference to the rules for fixing the classification of class A and class B runs will show that these runs must be local runs. This is the first stipulation. And since the local service is regarded as the most important, and justly so, for it is useless to expedite mail matter at great expense unless its delivery can be promptly effected, should not the runs performing this most important of all service be placed on a salary basis equal to that of the highest classification?

The worst evil of the present system of classification is its instability. Lines are subject to reclassification at all times, and we know from past experience that reclassification generally means lower classification. This method of effecting a saving in operating expenses works a hardship upon the clerks unfortunate enough to be appointed to a line so affected, for unless they have reached the grades higher than those allowed by law for the line's new lower classification, they can receive no more pay than the law allows for whichever classification in which their line is placed.

It is fortunate indeed for us that Congress passed a law which prevents the department from arbitrarily reducing our salaries. The important point, though, to keep in mind regarding this subject is that regardless of what a line's new classification may be, it continues to perform exactly the same work that it did under its former higher classification.

We maintain that the work of each classification is similar. To prove that we have made no misrepresentation of the facts, we will give herewith a brief description of the work performed in all three classifications:

On a class A run, the clerk is required to perform alone all the service requirements of his line. In addition to his road duties, he must make out trip reports and special reports, and at the close of each month forward to his chief clerk a consolidated report

showing the amount of registered and other mail handled in each and every train in which he performs service. Many class A line clerks perform service in two or more railway post offices, and the number of their reports is limited only by the number of trains in which they perform service during the month.

The work on a class B run is generally divided between two clerks, the senior of whom is usually the clerk in charge, traveling the entire distance of the route. (There are some class B runs to which but one clerk is assigned, but not many.)

The junior clerk, or helper, is assigned to assist with the heaviest distribution and generally travels over only a portion of the route, getting off the train at some regularly designated place and assisting with the distribution in the train which carries him back to his initial terminal.

The class B clerk in charge has the same reports to make out and the same orders to comply with that the class A clerk in charge has. Moreover, neither of them, unless they have reached grade 5, are officially rated as clerks in charge, although they are required to assume all the responsibilities of that position. The department rates them simply as clerks.

Class C runs are in most cases the trunk lines. Here the work is divided among the crew, the number of which depends upon the amount of mail received and the length of time there is in which to distribute it. Besides the clerk in charge, there are other clerks officially designated as the second clerk, third clerk, fourth clerk, etc., down to the junior clerk of the crew.

The clerk in charge, like the clerks in charge of class A and class B runs, has charge of the car, or cars, is accountable for all property pertaining thereto, and is responsible for the mails carried therein. It is his duty to see that each clerk of the crew complies with all instructions, regulations, and orders relating to the service; he must make all reports; see that all mails are properly made up and dispatched, special care being given to local exchanges; he must see that the registered mail is carefully handled and properly safeguarded, and that the clerks use their utmost endeavor to complete the distribution.

The trip report of a heavy class C run involves more work than the trip reports of runs of the other classifications, but the monthly reports are identical in the amount of time and labor required to prepare them.

The present system of classification retards promotion. Nowadays young men enter the service as substitutes, only to find that their chances for receiving a regular appointment are very remote indeed, unless they are willing to accept an appointment to a class A or class B run. In the West, where our division is located, runs of low classification are undesirable for several reasons, viz, the low salaries paid; the rule compelling a substitute or low-grade surplus clerk accepting such appointment to serve the required number of years before reaching the maximum grade, the number of years depending upon the classification of the line; and the fact that the terminals of runs of A and B classifications in this division are often situated in isolated desert towns, where the cost of living is very high and far exceeds the amount of the salary paid the clerk. The writer knows personally of one substitute serving on a certain desert run in this district who was compelled by necessity to wash dishes in a restaurant in payment for his meals.

The class C runs are the most desirable in the matter of salaries paid, yet appointment to one is far from being a panacea for all the troubles that beset railway postal clerks. On account of the service having been curtailed so much in recent years, there are very few appointments made to class C runs. Clerks who have been placed upon the surplus list are usually given preference when it comes to making these appointments, thus making a substitute's chances for a class C appointment practically nil. Furthermore, surplus clerks in charge have preference for appointment to the position of clerk in charge on these runs, and this ruling has created a condition that makes it practically impossible for a clerk, whose seniority on a line entitles him to promotion, to ever get to be a clerk in charge.

Occasionally, however, some are lucky enough to get their promotions, but these cases are the exception rather than the rule. In fact, it is safe to say that a substitute receiving an appointment to a class C run now would never get to be a clerk in charge, and so far as promotion is concerned, there are many clerks on class C lines in this division with over 10 years' line seniority to their credit, who will never get to be clerks in charge on their own lines or any other lines of equal classification, so long as we have the present system of classification and its attendant system of transferring surplus clerks in charge from other class C lines to vacancies in that position occurring on lines where there are clerks eligible for promotion.

However, there are other elements to be reckoned with in the matter of retarded promotions. Section 1549, Postal Laws and Regulations, gives the Postmaster General sole authority to classify our runs and fix our salaries accordingly. It reads as follows:

"The Postmaster General shall classify and fix the salaries of railway postal clerks, under such regulations as he may prescribe, in the grades provided by law; and for the purpose of organization and of establishing maximum grades to which promotions may be made successively as hereinafter provided, he shall classify railway post offices, terminal railway post offices, and transfer offices with reference to their character and importance in three classes with salary grades as follows: * * *"

Part of section 1549, Postal Laws and Regulations, which affects the salaries of railway postal clerks, appears under insert 63, order 9890, dated August 18, 1916. It reads as follows:

"Section 1549, Postal Laws and Regulations. Amend by adding to paragraph 1 thereof the following:

"Clerks assigned as clerks in charge of crews consisting of more than one clerk shall be clerks of grades 6 to 10, inclusive, and may be promoted one grade only after three years' satisfactory and faithful service in such capacity."

Regulations in connection with this section, issued by the department, provide in paragraphs 2 and 3 that:

"Factors in determining the efficiency and faithfulness of a clerk are readiness and willingness in the performance of duty; capability, as shown by the amount and accuracy of work done; familiarity with and observance of rules and regulations; regularity in keeping up runs; and knowledge of distribution and connections.

"Eligibility for promotion to clerk in charge shall include all requirements of the preceding paragraphs of this section, and the clerk must be especially adapted to the assignment and competent to direct a crew to the best advantage."

This regulation has worked unnecessary hardships upon new appointees to the position of clerk in charge. It states plainly what qualifications a clerk must have before being considered for promotion to a clerk-in-charge. The fact that he is promoted to this position is official recognition of his capability to efficiently perform the duties of the assignment. He is no more capable to efficiently perform the duties of a clerk in charge after three years' service in that capacity than he is when first promoted, for by the time the average clerk has reached the point where he is eligible for the position of clerk in charge, he has time and time again demonstrated his fitness for the position. Therefore, there is no necessity for making him serve a three years' probationary period before promoting him to the maximum grade.

We believe that we have clearly demonstrated the inequality and effect on the salaries of railway postal clerks in the application of the present system of classification, and suggest that the proper measures be taken toward effecting its discontinuance. Notwithstanding the fact that our criticism of it is justified, and is made absolutely without qualifications, we nevertheless believe that all criticism should be of a constructive nature. With that aim in view, we herewith present a plan for a single classification with grades and salaries as follows:

Substitutes.....	\$1,700
Grade 1.....	1,900
Grade 2.....	2,000
Grade 3.....	2,100
Grade 4.....	2,300
Grade 5.....	2,500
Clerks in charge.....	2,800

The act effective November 8, 1919, to provide additional compensation for employees of the Postal Service for the fiscal year 1920, while it has in a measure provided relief from the high cost of living, is still woefully inadequate. We are not satisfied with its provisions and will criticize it so far as to say that if it was passed for the purpose of quieting the unrest in the Postal Service, and particularly our branch of it, that it will fall far short of accomplishing its purpose.

In closing our argument for a single classification with a progressive number of grades for clerks, or distributors, as shown in our plan outlined above, with a separate grade for clerks in charge of \$300 per annum above the maximum of distributors, and with no proviso before they could draw the salary; distributors to be advanced annually under rules and regulations, both just to the department and fair to the clerks; adequate compensation being paid for overtime; we wish to express the opinion that we have rendered a deserved criticism of the present classification system and its attendant evils, and at the same time offered a solution to the problem that has arisen as a result of the application of this system, that of maintaining the standard of efficiency necessary to the proper functioning of our branch of the Postal Service.

We earnestly ask that this plan be made a part of your recommendations; and also, that the standards of the entrance examination requirements be raised and thereby exclude those, who for any reason, are unfitted for the peculiar position of professional man and day laborer that an efficient railway postal clerk must be.

LIVING CONDITIONS.

The questionnaire recently sent to us individually by your body must surely have disclosed some startling facts regarding the standard of living that necessity forces us to accept.

It surely must have revealed that in spite of the practice of the most rigid economy that we are going deeper and deeper into debt each month.

That in many cases our wives are working; in a few, that our children are working.

That most of us have been forced to sell our Liberty bonds and War Savings Stamps in order to meet living expenses.

That because of the high cost of living, we are forced to evade our civic and religious obligations; and also, that any contribution we may make to the social or religious life of the communities in which we reside must necessarily be in the form of a small cash donation and that our actual participation in such affairs is barred because of the prohibitive cost of clothing, which compels us to stay home because we can not keep up the appearances demanded by polite society.

That, with few exceptions, our recreation is limited to cheap vaudeville and moving-picture shows.

Further comment on this subject is unnecessary. Suffice to say, however, that the finer things of life are denied us; our salaries provide only for a mere existence.

SALARIES.

The amount of our salaries is a matter of public record, and we can see no reason for making further reference to them in this statement, except to say that they are inadequate and should be raised.

We are tired of quoting statistics dealing with the high cost of living in support of our appeals for relief: we are tired of referring to that good old stand-by of such argument, the well-known American standard of living.

At any rate, statistics show that it costs more to support a family nowadays than many of us earn as railway postal clerks; and as for the American standard of living, we know from bitter experience that most of us are unable to meet it.

Those of us who do not want for the things that make life worth living are those who have either inherited a small fortune, or else have made a lucky investment. Unfortunately, these persons are in the great minority in our business.

Our appeal for a higher salary scale is made in behalf of the men of the service who are dependent upon what they earn by the "sweat of their brow" for what they eat and wear. Certainly these loyal, efficient workers of the largest Government department in the civil service are entitled to relief!

We are living in a practical age, where values are usually computed in dollars and cents. We are not always responsive to argument that is based upon sentimental or humanitarian grounds. No matter who we are we demand the goods, and if they are not forthcoming we demand the reason for their nondelivery.

Therefore, as a concession to the age in which we live, let us view our case from a purely business standpoint.

A period of five years is required to thoroughly train a railway postal clerk in his multifarious duties, and this training is never quite complete because of the constantly changing conditions in our branch of the service. It is essential that a man be able to learn quickly and it is also essential that he be able to forget what he has learned just as quickly, for a mere time card change may affect the dispatch of mail for hundreds, or even thousands, of post offices.

It should therefore be patent to our employer, the Post Office Department, that its interests can be served best by a contented, efficient, loyal force rather than by one that is underpaid, inefficient, and itinerant.

In fact, the future of the service depends upon its being made attractive enough to induce young men, with the proper qualifications, to choose it as their occupation.

SUBSTITUTES.

The act of Congress requiring that, after a substitute has performed 313 days of satisfactory service, he shall be appointed as a clerk in grade 1, has been very unjust to those clerks, as they continue to perform substitute service. Their status still remains unchanged. Congress undoubtedly intended, through this legislation, to give these clerks regular work, and afford them a regular salary for the class to which they were assigned.

Under the rulings and interpretations of the department these men are appointed clerks in conformance with the letter of the law, and designated as "unassigned

clerks." The intent of the law is defeated by the fact that they are not paid until they get an assignment and are paid only when actual service is performed.

It would seem that when these men have regularly qualified for service that they should be on a regular salary. It should be noted, too, that while these men are not on regular pay they are subject to call at any time and are not permitted to engage in any other occupation.

Some of these men have been in the service for five or six years, and having been denied their successive promotions are now receiving only \$100 per annum in excess of the salaries paid the newest appointees or uncertified substitutes. Their duties require them to protect any assignment that is vacant, and they do perform this service with credit, yet their ability to perform this most exacting kind of service is given no consideration whatever when it comes to the matter of fixing their salaries.

SACRIFICES.

In closing our appeal for better conditions in the Railway Mail Service we think it would be advisable to direct the attention of the joint commission to the fact that in 1917 the service was reorganized, and as a result of this reorganization many clerks were forced to move to distant points. This made it necessary for them to move their families and household goods also.

The department ruled that, on account of its not being authorized to use its funds for this purpose we would have to stand this expense ourselves. To those of our number who were ordered to move that meant that we had the choice of two evils, to pay our own moving expenses or else resign.

Thus far we have temporarily waived our claim against the Government for reimbursement, because we knew that Congress had much important work on hand, and we did not want to cause any embarrassment with a claim, which at first appearance might seem trivial, at a time when the fate of the whole world was at stake.

To us this matter of reimbursement is important. We are poor men, and that money represents every dollar that we possessed. It should be returned to us. Surely the Government of the United States of America is big enough to transact its business on a business-like basis.

We feel that if the proper steps are taken toward directing the attention of Congress to the fact that other departments of the Government service pay the moving expenses of employees transferred in the interests of the particular branch of the public service in which they are employed that that body will take such remedial action as may be necessary in order that we may be benefited likewise.

Therefore we urgently request that you cooperate with us in our efforts to bring this matter to the attention of Congress.

Mr. BELL. The next speaker is Mr. John M. Walton, Fort Worth, Tex.

STATEMENT OF MR. JOHN M. WALTON, FORT WORTH, TEX.

Mr. WALTON. Mr. Chairman, it had been my purpose to file a brief; showing in detail the amount of study and also the physical and mental requirements required of the railway postal clerks in my section of the country, but that has been presented in another hearing, and it would only add to the volume of the record and be really superfluous; so I shall devote my statement orally to conditions as they exist in a new country where oil has been discovered, where crops have been good, and where the pay of the Railway Mail Service has not kept pace with the pay in other industries.

I also want to say that the men who selected me to come up here have taken action and have indorsed the single classification as outlined by Mr. Fair, and we think that it is the only thing to prevent injury to the clerks, as some of us have been reduced and some of us have been moved and some have suffered various losses through the three classes as they exist; and so we ask that the single classification be enacted as Mr. Fair outlined it. That meets our approval.

I want to illustrate the conditions as they exist in my section by telling a little incident of my own personal experience. I perform service on a little line where there are seven men. We keep up two small trains. The line is about 200 miles in length. There is very little connection outside of Fort Worth, which is the terminus of our run. One of the men resigned. His pay was inadequate and he resigned, going into another occupation. There was no substitute to take his place, so a man was picked up who had never been in the postal employ, who had never been in the Railway Mail Service, and he was sent out on this run. I was told by a postmaster in a little town, who ordinarily receives a bunch of 500 letters off that train, that he received six letters and that four of them should not have come to his office. There are approximately 15,000 letters handled on that train and not 50 per cent of them reached their destination on time. A large part of them were delayed 24 hours.

The CHAIRMAN. Is he still on the line?

Mr. WALTON. He is still on the line. Upon his return to the terminal of his run another man had resigned, had gone into other work, and a man was sent out exactly like himself, who had never been in a mail car and knew nothing about the Postal Service except that he had formerly been in the express service and knew something about putting off the mail when routed. I was told in one post office that they had not received their daily papers for two days. I do not desire to be understood as criticising our local officials who handled that situation, as they are taking men as they come in, because they can not secure enough of any kind. The better men receive other offers and they are constantly quitting.

We have one man who was selected as one of the best postal clerks in the United States to perform service at the San Francisco World's Fair, who was an expert showing the work of the Railway Mail Service. He resigned. Two of our assistant chief clerks in that division have resigned and gone into other employment. There were four men resigned in one day about two months ago.

Returning now to the illustration I gave of my own line, where these men resigned, I will say that the distribution on that line takes a man of ordinary mentality at least three years to perform the service like it should be done—three years in the service before he is capable of doing that.

I also desire to add that since the recent bonus given us, with the back pay dating to July 1, that the increase in the cost of living in that town has more than absorbed the bonus.

Better salaries must be given or our service will soon be seriously crippled.

Mr. BELL. The next speaker on the list is Mr. B. R. Chilcoat, of Wichita, Kans.

STATEMENT OF MR. B. R. CHILCOAT, WICHITA, KANS.

Mr. CHILCOAT. Mr. Commissioner, the branch of the service that I represent is what I consider one of the most deserving classes of men in the Railway Mail Service in regard to salary, and those men are what we call the grade 2 men, or men who have been in the service three to five or seven years with but one promotion above the

entrance salary. In order to illustrate the condition of these men, and what they have gone through with, I wish to cite my own case which is no exception.

I entered the Railway Mail Service as a substitute in December, 1912, and talking with some other substitutes I learned the way the substitutes were handled; that I would not be getting a steady salary, and I made up my mind that as I had a family to support I would not follow this line of work with no definite salary. A substitute at that time was performing duty as a substitute from a year to three years before he received a regular appointment. So I told my chief clerk I did not believe I could accept the position, because I did not think the remuneration would be sufficient to support my family. He said, "Young man, with the incoming parcel post"—the parcel post was inaugurated in January, 1913—"I don't think you will have to sub over four months." I mention this fact to show that these men came in with the expectation that they would be advanced from year to year to the grades to which the men who entered before that time had been advanced.

I subbed during 1913, 1914, 1915, 1916, and up to July 1, 1917, when I received an appointment as an unassigned clerk, under a law enacted by Congress. During the year 1917 I was a grade 1 clerk at \$900, the entrance salary. During all the time that I had spent as a substitute I had met every examination required by the department, and of the chief clerk under whom I worked. To show you about what those requirements were, during that time, I was examined as to routes or counties on the State of Kansas, the State of Oklahoma, the State of New Mexico, the State of Nebraska, the western part of Texas, and the southern part of Missouri; yet with the knowledge that I would acquire by learning that territory I remained at the same salary as the man who had just entered the service. Congress rectified this condition to the extent that they passed the 313-day law, but these men did not receive any credit for the time that they had put in over 313 days. The men whose long substitute period was really the cause of this law being enacted, received no credit over the 313 days.

During the fiscal year beginning July 1, 1917, I received a salary of \$900 as a grade 1 clerk and a 10 per cent bonus allowed by Congress for clerks under \$1,000 for that year. July 1, 1918, I was due a promotion to grade 2, but, as you may remember, a flat increase of \$200 was passed by Congress for that year, suspending promotions, so I served another year, from July 1, 1918, to July 1, 1919, still at the entrance salary of a railway postal clerk. A total of four and one-half years at the entrance salary.

July 1, 1919, I received a promotion to grade 2, and for seven years' service up to January 1, 1920, and for the knowledge I have acquired by my long experience in the service, my salary has been increased \$8.33 a month over a substitute. It is for this class of men that I wish to appeal, and to ask an increase in salary, or an adjustment of salaries on the basis that we have to-day. Many of them, I think five or six in my district, have had a like experience, except that some did not serve quite as long as a substitute as I. They entered the service a few months afterwards. I understand Kansas City has from 30 to 35 men in this class. I do not know the figures throughout the country, but they are scattered all over the

United States, men of this class who are as skilled in the distribution of mail as any men in the service for a like period experience, and they are receiving practically the entrance salaries, which is very low for even a new man.

Now, I do not want you, Mr. Commissioner, to get these men that I am speaking of, confused with the men who are entering the service at present, because I believe the men who entered five, six, or seven years ago, were a better class of men than they are getting in to-day. When I entered the service it was required of the substitutes that we pass one of these case examinations every 60 days. During the first two years of my experience we were obliged to take an examination every 60 days.

Then after you had covered the territory required, you were given an allotment as regular clerks. During that time I was required to put in extra study in order to prepare myself, and I received a salary only for the time that I worked on the road. My pay during my substitute period did not amount to \$800 a year, as I was paid at the rate of \$900. I have from the chief clerk's office figures which show that these men who served under his office, as substitutes, from 1913 to 1917, inclusive, received pay on an average from 19 to 25 days per month. I think there was one man who averaged 27 days a month, but he was fortunate in getting on an assignment where a vacancy existed for a long time, and he held that assignment straight through. But on average they worked but 20 to 25 days a month at the rate of \$900 a year. Mr. Commissioner, in your adjustment of these salaries, these men expect and look to you as an equitable body of men that will rectify these past wrongs with a salary increase.

The proposed single classification takes care of these men without the necessity for any special comment for them. As the single classification, as we have outlined, the salary of a clerk is determined by the time he has been in the service in the past. Single classification will take care of this class of men if based on years in service and not on present grades.

A great many think they deserve past compensation. The question sometimes arises—it may arise with you—why did these men remain in the service so long if not satisfied? These men are Americans in the fullest sense of the word; they did not at any time think they were receiving justice; they looked to the Government of the United States as the greatest administrator of justice in the world and each and every one of them, I believe I can say, have looked forward to the time when their case would be adjusted and they would be advanced to the grade to which they belong and receive back compensation for the services they had rendered the department, or they would not have stayed in the service for five years and six years at a low grade salary. They still think this will be rectified. They looked to this commission when it was established as the savior of their class, and I believe after your investigation is completed you will give us the grade to which we belong, and just compensation.

Mr. BELL. The next speaker is Mr. G. L. M. Riekenberg, of Denver, Colo.

STATEMENT OF MR. G. L. M. RIEKENBERG, DENVER, COLO.

Mr. RIEKENBERG. Mr. Commissioner and gentlemen, you have heard quite a bit on classification, etc., so I will not add to it, but being a representative of the terminal clerks, I can say that the terminal and transfer clerks feel that they should justly be included in any legislation that establishes a single classification. There is no doubt that the services of the clerks in the terminals are as important as those of their fellow railway postal clerks, and for this reason the question of their salaries ought to be definitely fixed. They have had every kind of classification in the past, and each change in classification, over which they have no control, carries with it a change of salary, and this again affects the bread and butter not only of themselves but of their wives and children. Then, also, if they were included in a single classification, which is perfectly just, it would serve to eliminate the sense of insecurity that is felt under the present law.

To illustrate I would like to quote from a letter sent by several of our clerks at the Denver terminal to our superintendent. They failed to get their increase as a meritorious promotion last fall, and asked to have this condition corrected. They say:

Our reasons for being in the terminal are well known and our duties are continuous, varied, and important, as we are not only intrusted with the daily reports of the terminals but also the handling of registered mail, local and transient records of incoming and outgoing trains and all irregularities pertaining thereto, and also the wagon service between the depot and post office. Our time is so taken up that our lunches must be eaten while transacting business over the counter. In the years that we have been in the service we have contributed freely of our strength and knowledge to its advancement, and our records of examinations have been equal to the best and better than many that have been favorably passed on for increased salaries.

To date they have heard nothing in reply to the request.

That is their reason for asking that a review be made, simply that under a reclassification which was made just recently a construction was applied which prevented them from getting this increase. That feeling of insecurity is quite general, and it would be eliminated if the request for single classification could be granted.

Another subject that troubles us is the time allowance for study—or rather the absence of it. In order to be a distributor a man must know how to distribute mail. This requires study and these studies are asked of us by the postal laws. Our objections would not be very strenuous if we had only one or two States to study.

However, for the Denver terminal—I use that as an example because I happen to be from there—our study scope comprises that territory bounded on the east here by the Missouri River, extends to the Utah border and from Canada down to old Mexico, comprising six States to general scheme, the States of Colorado, Kansas, Nebraska, Wyoming, New Mexico, and Montana. For this study we are allowed no time and it is felt that as this is a part of our official duty the time should be allowed.

You have heard Mr. Chilcoat mention the grade 2 men. I don't want to repeat, but, being one of them myself, I would like to show just a few figures. This man in his letter states that he was appointed in October, 1913, as a substitute and was appointed to the regular force May 1, 1918, having served as a substitute 4 years 4

months and 14 days. During this time he was employed 1,248 days, receiving a salary of \$3,140.01, an average of \$1.97 a day, \$59.92 per month, or \$718.05 a year. During that time he lost—as unemployed time—347 days. His experience is probably no better and no worse than a good many others. It is felt that we ought to be allowed credit for the time that was served and should be given the same consideration that was received by those men who entered at approximately the same time that we did. They have reached grade 5, while we, after over six years of duty, are in grade 2.

Mr. Riekenberg submitted the following brief:

BRIEF SUBMITTED BY MR. GEO. L. M. RIEKENBERG—A PRESENTATION OF CLAIMS AND REPORT OF WORKING CONDITIONS OF TERMINAL AND TRANSFER CLERKS OF FOURTEENTH DIVISION.

The present-day terminal railway post offices are merely the product of evolution in the Postal Service, having as their ancestor the transfer service.

The transfer service, as the name implies, is that very essential branch of the Railway Mail Service which is charged with the transfer and proper dispatch of mails in transit at important railroad centers. While the actual transferring of mail is done by railroad and depot companies, the inauguration of this service was found to be both economical and expedient in forwarding mail matter to its destination without delays, as employees of railroad and depot companies are seldom required to know a dispatch extending beyond the limits of their own lines. The clerk assigned to duties at such points in reality furnishes the knowledge or brain upon which patrons of the service depend for prompt deliveries of their mail especially when its destination lies many hundreds of miles beyond the terminal of some railroad company that may temporarily be handling same. There are also many so-called "inland" post offices, those far removed from a railroad line, the location of and proper dispatch for which a railroad employee on that very line oftentimes does not know. To avoid the delays which would result, the transfer service was instituted.

Other duties were added from time to time. Years ago a railway post office entering a junction made and dispatched a pouch for practically every railway post office departing therefrom. At many transfer offices a round table was then introduced and all mail for "long" connections were pouched to this round table, there to be distributed and included in a single pouch for a railway post office. By opening and redistributing pouches from delayed connections, much mail was advanced by the round table, which would otherwise have been still more delayed had it been allowed to wait for the next regular train. Then also mails from smaller express-pouch lines was dispatched to the round table to be distributed and included in pouches made there. In this way the early transfer offices, or some of them, became distributing agencies.

To-day the requirements for such clerks according to the Postal Laws and Regulations include the following: Section 1652, supervise the handling and transfer of mail at railroad depots, inform themselves thoroughly relative to routes over which mail should pass, keep themselves correctly informed of the hour of arrival and departure of all trains carrying mail, notify proper official of schedule changes which affect mail connections; section 1653, examine pouch labels on receipt and before dispatch, notify officials of failure to receive pouches due; section 1655, may be required to accompany mails while being conveyed by wagon service; section 1657, observe manner of performance of messenger and wagon service and the handling of mail by railroad employees, and report every irregularity therein, inspect wagons and to see that they are securely locked; section 1658, keep record and make daily report of all failures of trains to make regular mail connections and all irregularities in transmission of mail; section 1665, shall receipt for transfer and deliver registered matter; section 1661, shall be governed by general instructions to railway postal clerks when applicable in addition to above mentioned. His duties as just enumerated are manifold and varied.

When the space system for payment for mail transportation was established, it devolved upon the transfer clerk to collect space data and to report the amount of space used on all trains at his station. He must keep an accurate count and detailed record of mail carried and issue requisition for excess space when necessary. By exercising the good judgment which is expected of him, he can save large sums of money for the Post Office Department annually by forwarding certain mail matter by one train and holding other mail for a later dispatch without delaying same. For

any errors or failures on his part in connection with the space system, the transfer clerk is immediately called upon for an explanation.

Coincident with the introduction of the Parcel Post System came the terminal railway post offices. Their primary object was the distribution of parcel post. Owing to the quantity, weight and size of parcels, it was found impractical to attempt distribution of same on the road and terminals sprung up like mushrooms over night. Some of these, particularly the smaller ones, were but short-lived, and were discontinued after the first feverish excitement and the novelty of the experiment had subsided. To-day only those of greater importance and which have proven themselves both useful and economical remain. Many of the former transfer offices and route tables were absorbed by the terminals thereby adding the distribution of letter paper, and registered mail to that of parcel post. More rack and case room was added later on and the distribution of circular mail was also included with the other duties so that to-day most terminals handle every class of mail, but parcel post and circular mail almost to the point of monopoly, besides caring for necessary transfer services.

Gradually abuses began to creep in and the terminals were required to perform duties which were far from the original object.

Some railway post office lines were taxed to capacity and needed more help to be able to cope with the steadily increasing volume of mail. Instead of assigning additional clerks to the line, their mail was taken away from them and sent to the terminal for distribution. Other light lines were discontinued entirely and superseded by closed-pouch service supplied very often from terminal railway post offices, with resultant delays to the mail. In still other cases where lines needed help and, for some reason or other, the mail could not be taken away from them, terminal clerks were assigned to perform advance distribution in the railway post office cars of such lines before the departure of trains and then to return to their own duties after the train had left. This practice is an unwarranted hardship on the clerks so assigned, as many of the rough labor in loading and piling the car falls to his lot. When the train has departed, he must return to the terminal and perhaps drag parcel post around for the balance of his tour, and do this six days in every week.

Then again only certain classes of mail are distributed on some lines. Other classes even though properly labeled to the railway post office thereon, are carried intact to a terminal at or near the end of the run, there to be distributed and dispatched for delivery by a returning train. First-class mail matter for a number of cities is dispatched to designated terminals a thousand or more miles from its destination and there distributed to carriers and stations to avoid the necessity of allowing more help to a line which ordinarily would have performed the distribution, and later does perform the same distribution of mails from other sections of the country, or to take clerks already on the run off.

To use every facility and all available energy afforded by the terminals is certainly perfectly proper and legitimate, but delays to important mails and the injustices and hardships heaped on many terminal clerks are the result of a condition of desire not thought of nor intended by establishing them.

As has previously been stated, every class of mail is now being handled by most terminals. It is only fair and reasonable to suppose then that they are no less important a part of the postal organization than are other railway post offices. In fact the bulk and volume of parcel post alone has increased to such proportions that such distribution could be accomplished in a railway post office car only under great difficulties if at all.

Due to the great variety of distribution performed in the terminals, the study requirements cover a wide range. Originally it seemed to be the intention to have a terminal railway post office in even small localities to care for parcel post for a local State or probably one adjacent thereto. When the reaction came and so many were discontinued, the mail they formerly handled was massed on some other terminal. In consequence thereof, cases can now be cited where a single terminal will distribute from three to ten or more States to general scheme, and stand-point scheme distributions are even more numerous. The easiest general scheme distribution is, of course, a local State. The farther remote the State to be distributed, the more difficult, as a rule, is the distribution, especially if the fact is borne in mind that the dispatch and the connections to be made change with every departing train. It is therefore no mean task for a clerk to keep in his mind the thousand and one little details in the dispatch of mail for that territory, for instance, bounded on the north by Canada, on the south by Old Mexico, and extending from the Missouri River to the vicinity of Great Salt Lake. To meet the argument that no individual clerk is expected to know all this at any one time, it must be said, that that is exactly what is expected of some clerks every day and others may be called for similar duties to-morrow. They may not, of course, distribute mail for each and every one of these States in any one day but they must pass examinations on and be prepared to distribute them at all times.

In terminals of Council Bluffs or Omaha, for instance, are clerks who can instantly name the proper dispatch for post offices in the Northwest States. In Denver terminal some would rather distribute Montana or New Mexico than Colorado. In Kansas City some will be found whose familiarity with Oklahoma, Arizona, or California would lead one to believe they had spent years in those States. The distribution of Utah mail is a matter of routine for clerks in Pueblo terminal. Los Angeles city mail is distributed by men in Kansas City terminal. These clerks could even tell the number of a carrier delivering mail on the odd side of a street, and the number of him who carries the even, or who carries mail for the first to the fourth floors of some office building, who carries the fifth to ninth floors, and who the tenth to twentieth. They must know that, even though they may never have traveled beyond the boundaries of their own State.

No one will try to deny that a knowledge of multitudinous details as they are required of terminal clerks requires study. It certainly does, and lots of it, but not one minute is allowed these terminal clerks for study.

No railway postal clerk objects to studying examinations which are necessary in his daily work. It is a foregone conclusion that, to be useful in the mail service, he must study. Very soon after entering he learns that to study is a part of his assignment in the service and that these studies never end so long as he remains therein.

Section 1599, Postal Laws and Regulations, reads in part: "Layoff periods are granted for rest and recuperation, for correcting schemes, preparing for and work incidental to study upon distribution assignments, * * * attention to official correspondence, * * * and any other matter pertaining to their assignments." Section 1570 (p. 34), "All clerks assigned to terminal railway post offices * * * shall maintain a satisfactory examination record on schemes of distribution * * *." Study, clerical work, etc., are demanded by the department and are considered as a part of a clerk's duty and a time allowance is made each day for same. The road clerk's duties extend over a period of less than eight hours per day, on trunk lines, the balance of their time being spent at home on official duties. Thus is the law applied to road clerks.

Referring again to section 1570 (p. 34), we read: "All clerks assigned to terminal railway post offices * * * shall maintain a satisfactory examination record on schemes of distribution and the Postal Laws and Regulations and no time allowance shall be given * * * terminals." Thus is the law applied to terminal clerks.

Turning to section 1549, we read: "That hereafter * * * railway postal clerks assigned to terminal railway post offices and transfer offices, shall be required to work not more than eight hours a day," etc. (Balance of section provides for additional compensation for overtime in cases of emergency, on Sundays and holidays.)

Which of these sections is applied in practice?

Terminal clerks work eight hours in the terminal. Their arrival and departure is recorded by a clock for that purpose.

They must maintain a satisfactory examination record on schemes of distribution and the Postal Laws and Regulations, and do this after having worked eight hours per day in the terminal. Please note the application of section 1570, paragraph 34.

Instead of allowing their minds to relax and their eyes and muscles to rest after six days of hard work, they must sit down on Sunday to study, correct schemes and schedules, prepare examination cards, answer official correspondence, pore over the Postal Laws and Regulations.

In practice both sections are applied.

It is impossible to work for eight hours per day at the terminal, then study an hour at home, and be working not more than eight hours a day.

Objections would not be very strenuous, were their examinations limited to a single State and to the correction of the general scheme for that State only. However, one clerk may be expected to study and constantly review six different States, involving probably six to seven thousand offices, and to keep schemes and schedules corrected for all of them. Then, too, other examinations, some of which are absolutely worthless to him, can be and are added to his already long list at will by some official. Unless he meets the added requirements, his promotions are withheld. If the injustice of denying these men the necessary time for study is not apparent, none can be made plainer.

Terminal clerks throughout the country humbly demand that they be given an adequate time allowance for study and official clerical work performed at home, to include the time spent in reporting for and taking examinations. Time is allowed road clerks for such duties. The examination scope of terminal clerks compares favorably with heavy class C lines. Why should terminal clerks not also have one hour per day for their studies?

CLASSIFICATION.

When first established, terminals were rated on an equal basis with other railway post offices. Present law requires such classification. This law was used as the authority to the disadvantage of terminal clerks and will, therefore, be used as a basis for the claim about to follow, simply because it is the only law we have at present.

Section 1549, Postal Laws and Regulations, quotes provisions of the appropriate act of July 2, 1918, as follows: "The Postmaster General shall classify railway post offices, terminal railway post offices, and transfer offices with reference to their character and importance in three classes with salary grades as follows, etc., enumerating various grades. These same identical provisions regarding classification were effective when the terminals were being established, and under these provisions they were rated as class C. The high rating naturally attracted progressive men from lines of lower classification. Soon after the usefulness and economy of the terminals had become apparent, they were summarily reduced to class A, without regard to character and importance. They were, so to say, not classified at all, but simply because a terminal was a terminal, because it was stationary and did not move on car wheels and rail—the only conclusion seemed to be that they could be nothing more than class A.

Never has any other class of postal employees been so keenly disappointed as were those faithful clerks who had relinquished all claims to good road jobs to enter the terminal on the promise of a class C organization. None ever felt the sting of rank unjustifiable discrimination, so sharply as they when, like a flash out of the blue, the order came reducing the terminals to class A—to the very bottom. A scramble for return to road assignments were made by some. It was too late. Others gave way to utter abandon, hoping of course that some day something might happen to again brighten the aspect.

During the early months of this year protests in the form of petitions, copies of which are or will be filed with the honorable commission, were circulated setting forth the error of this arbitrary classification. They show in detail that terminals generally can compare with class C lines in regard to character and importance, that the examination requirements for terminal clerks per man are no less than those of clerks on the large railway post office lines of the country. They also state that the amount of mail distributed and labor performed, giving accurate figures so that comparisons can be made, is not smaller but rather larger than in some heavy class C lines. The department has established a minimum standard of mail that must be distributed on class C lines to be able to retain that classification; terminal clerks believe they can reach this class C standard. Mention is made of the familiar fact that in some terminals the number of men employed on one tour exceeds the grand total assigned to some large class C lines, and therefore the total volume of mail distributed in the former exceeds that of the latter. In fact, a respectful welcome is extended to anyone to make any comparison he may desire to undertake. So confident of the result are they that, if the terminals can not show an equality with other class C lines, and that they are doing as much work per man per hour as road clerks, they are then willing to admit their error, but not until then.

On April 17, 1919, an order was issued by the Second Assistant Postmaster General raising the terminals to class B, effective July 1. This raise to class B came just as suddenly and without warning as did the former reduction to class A. It was considered by some to be equivalent to a tacit admission of error on the part of the Post Office Department in making the first reduction. Others saw therein a desire to try to effect a compromise. Whatever the intent might have been, can terminal and transfer clerks not reasonably suppose that, if the department erred in reducing them to class A, it may still be in error by rating them as class B? At any rate, the invitations extended in the petitions to make a scrupulous investigation are as valid now as when they were first made. All that is asked is proper classification based on character and importance, as they are applied to other lines.

Mention should be made here of another reason or two for allowing a C classification to wit: Quite frequently large railway post-office lines are unable to complete distribution, are "stuck" to use an idiomatic expression. Their stuck mail is then sent to the next line for distribution. Much of it arrives at terminal railway post offices. If then a class C line distributes Kansas, Oklahoma, or New Mexico to general scheme and their stuck mail is distributed by a terminal, also to general scheme, why should the one be class C and the other class B or A? The terminals are used to some extent as a sort of clearing house for all such classes of mail.

Terminal clerks are expected and ordered to protect all vacant runs in emergencies. These runs may be class A, B, or C. If a terminal clerk goes out on a class C run in a case of this kind, and can do the class C work on that run, why should he be held down to class A or B pay?

Some of the inconsistencies mentioned in the petitions have since been corrected entirely, such as recognition of clerks-in-charge of terminals and of tours, with proportionate pay as such, but even now application of these organization rules and restrictions denies some clerks the meritorious promotions they have earned—as, for instance, transfer clerks serving under a terminal organization, and others with perfectly good records. The promotions are based on comparative records and on examinations, for the study of which no time is allowed, and only certain clerks are advanced to the next higher grade, while other men just as eligible, seemingly will have to wait for vacancies to occur before they can be advanced to grades 5 and 6. Even the promotions granted are so incumbered with restrictions and additional requirements as to be almost impossible of retention by the clerks if the department desires to again make reductions. In fact, promotions and refusals to make promotions can be made indiscriminately by the department. The recently granted higher classification can again be reduced to-morrow if the Postmaster General so wills.

It is for these reasons that the terminal clerks invite a thorough investigation. They desire to know their exact status and are willing to abide by a verdict based on just comparison with other lines. They are staunch supporters of single classification, seeing no good reason for having three distinct classes among men, all of whom are doing identical work and have equal study requirements generally.

Under present laws, however, they feel that the questions of classification and of a home allowance for study are two points for which no common ground for compromise can be found.

LIVING CONDITIONS.

With but few exception, the terminals of to-day are located at important railroad centers or in large cities, in which places the high prices for necessities of life have been more noticeably felt than in smaller towns and in rural districts. It is not uncommon to find clerks living at a great distance from their work, in suburbs and in the country, to avoid paying the high rentals charged closer in and which they cannot afford. The great distance, of course, necessitates the expenditure of considerable sums for transportation and the loss of much time going to and fro. It enables them, however, to augment their salaries by doing truck gardening, farming, by raising poultry, bees, rabbits, etc. For some this original pastime has become an absolute necessity. They are to-day dependent on the income so derived for sums amounting to one-third or one-half of their salaries as postal clerks. Others, less fortunate, have had to rely on their wives or children or they have had to draw on their savings for the difference between their income and their expenses. Naturally, this same necessity is experienced by road clerks as well, but in the terminals especially will be found the lowest paid men in Railway Mail Service, and most of them. At present the majority of these men, who were held at grade 1 pay for five, five and one-half to six years, are in the terminals. Like many others, they are not there through choice of their own. They are only waiting for a desirable opportunity to get out on the road, being appointed to the terminal by the ruling of the department which reads: "In the future all road vacancies will be filled by transfer if there be applications on file, and those unassigned clerks accepting terminal assignments will be considered the senior of those declining such assignments and will be given preference for road duty accordingly." (Notice from the fourteenth division superintendent, dated December 7, 1917.)

Many familiar faces, unable to further endure the injustices and privations imposed on them, have long since departed from our ranks to less honored but more lucrative walks of life. Those left behind in the terminal have at times felt inclined to envy them. Failing courage could have often been seen written on many a face. Many a man has been tempted to surrender in the battle for an existence by continuing to work in the terminal. An unconfirmed rumor of an increase in wages has caused not a few to reconsider and to stay with the work they had learned to like. It would not be a mere guess to try to predict results should their unpretentious claims be denied. Just now they are all clinging to hopes, hopes whose star is the honorable joint commission. Until a report of the findings of this investigation becomes known, at least, will these clerks continue in their humble duties. It is not a thought of gain or glory that urges them to return each day and to do their best. Instead, after tossing their weary heads in restless slumber while thinking of the trials and worries of the day just passed, they are at last lulled to sleep by the consciousness of a duty well performed.

WORKING CONDITIONS.

While not directly a question of salary, if permitted to do so, it may not be amiss to portray working conditions, briefly. These, naturally, will vary greatly because of location of the different terminals, degree of good management by railroad and depot companies, and environments generally.

Some working quarters are comparatively small, dingy rooms, poorly lighted, badly ventilated, and with sanitation in such condition that, were it not for the fact that they are under the supervision of the Federal Government, local health authorities would have closed some of them long ago.

The janitor service is poor. It is impossible for a negro porter to clean a room approximately 45 by 60 feet in size with letter cases and paper racks therein in one hour and do it thoroughly. Still this is what happens daily in a certain terminal in the West. Dust accumulates and lies undisturbed for weeks and months at a time.

Clerks, except female employees, have become accustomed to seeing mice, whose hiding and breeding places are the piles of either good or damaged equipment and supplies, sit at their feet begging for a bit of the clerk's lunch. Others with more ravenous appetites have gnawed holes through lunch bags before lunch time to appease their hunger.

In above-mentioned terminal not one stanchion pole can be found. Nevertheless, a supply of 800 empty sacks and 200 to 500 pouches are carried on hand most of the time. These are piled in more or less untidy heaps in corners, while the damaged equipment from the entire surrounding territory, from closed-pouch lines, post offices, and R. P. O. lines, when the quantity is not sufficient to make up, is thrown behind racks out of the way as best it can be done.

No elevator pilot is provided and it is not an uncommon occurrence to see an expert distributor be compelled to waste his time dragging mail or empty sacks off the elevator, or sacking damaged equipment for hours together.

Two or three men, or as many as can find room, must share a clothes closet not over 1 by 1½ by 6 feet in dimensions, while others can do no better than to hang their only suit of clothes to a nail in the wall, exposed to dust and dirt. Toilet accommodations are shared with truckmen downstairs and none at all are provided for lady clerks—who for a time washed their hands at the solitary fountain from which all must drink.

Three steam radiators of average size, and one of these is covered with equipment are the only source of heat in winter for the 25,000 cubic feet of air space to be heated. From late summer and continuing till windows are opened in the following spring, a continual whopping and sneezing from coughs, colds, and irritation from dust, can be heard. Petitions for relief are of little or no avail. A spirit of antagonism is the only result.

Until about June 15 of this year, after years of vain effort, of the 14 windows in one terminal, all but 4 were obstructed by placing circular and letter cases back-side against the air and light, and by piling empty sacks and pouches, damaged equipment, waste paper sacks, etc., against the windows. Ease of supervision was placed paramount to the health of the clerks employed and the saving of a few dollars considered of greater importance than proper light and sunshine, modern equipment, or efficient methods.

Entering substitutes receive their breaking-in in the terminal, although this same complaint is to be heard in road service, especially where no terminals are located. They are frequently assigned vice an experienced clerk. A probably overdrawn estimate claims it takes two substitutes to fill the place of one experienced man. Some positions in the terminals and on the road as well, could be as nearly filled by one, as by 1,000 inexperienced men. Certain it is that the difference between what an inexperienced substitute can do and what was done by the man whose place he is supposed to fill, must be by some regular clerk or a number of them, in addition to doing their own regular work, if it is done at all.

Very often it is necessary to disrupt the entire organization to find a place where a beginner can make himself useful. Usually after but a short time, or as soon as it is seen that the beginner is interested and tries to do his best, he is ordered to leave for duties elsewhere, and the next beginner arrives. The next one may not like the position and creates a vacancy for the third. And so it goes on. The personnel changes from day to day.

At the present time our service is overrun by noncertified substitutes, men picked off the streets. They have not, nor do many of them intend to take the entrance examination which the civil-service laws require. No distribution examinations are asked of them, no responsibility are placed on them. Many of them have no intention of making the mail service a life study. In the work of this transient element can clearly be seen the effect of an "I should worry" attitude, which is swiftly lowering the efficiency of the service to a level from which it can recover only by years of readjustment.

Conditions as above mentioned, and many more, could be explained if time would permit appear to have no bearing on the salary question. Many industrial firms, however, would have to offer additional wages to induce employees to accept such places at all. Yet the terminal clerk does not ask that. All he would like is to share

the privileges and opportunities granted his fellow clerk by law and to be treated as a human being.

Presented to the Joint Commission on Postal Salaries in session assembled at Kansas City, Mo.

Mr. BELL. The next speaker on the program is Mr. A. C. Woodbury, Kansas City, Mo.

STATEMENT OF MR. A. C. WOODBURY, KANSAS CITY, MO.

Mr. WOODBURY. I want to say that I am representing the terminal clerks, and I also want to say that the case Mr. Chilcoat has cited is not an isolated one by any means. We have about 30 similar cases or more in the Kansas City terminal, and Mr. Chilcoat wanted me to add that during last year he had an income of about \$500 from his garden.

Now, submitting the case of the terminal clerks, we will not here attempt to compare our rate of pay with the rate of pay received by other workers, for we believe we can show we are receiving less than a living wage, so will cite conditions in our service to substantiate our claims:

Questionnaires submitted by terminal clerks show clerks are spending for life's bare necessities an average of \$25 per month in excess of their income. This does not include incidental expenses, nor any allowance for recreation or savings; and with this excess expenditure terminal clerks seldom have real butter on their tables and meat not more than five times per week.

The wives of many clerks have been forced to find employment to help replenish the family larder; and children have had to be left with neighbors so that the wife and mother might work.

We find other clerks have had assistance from their parents who live on farms, in the shape of farm products, butter, eggs, smoked meat, lard, etc., while those of us less fortunate must buy these necessities or do without.

We find in many cases the savings of former years have been exhausted, and Liberty bonds have been disposed of and clerks are unable to properly clothe themselves or their families. Some clerks receive an income from outside sources, but others who have no outside income, and have exhausted their savings, are forced to live in undesirable localities.

Terminal clerks, generally speaking, enjoy no recreation. Many are forced to work overtime to help in their struggle for existence, and overtime service is paid for at a less rate than services performed during regular hours of duty. Overtime service constitutes a sacrifice on the part of the worker and especially so in those work rooms where artificial light is employed at all times, and should be paid for accordingly.

On several occasions recently, clerks in the Kansas City terminal have found it necessary to take up collections in order to give needed material assistance to some fellow worker who has become sick and who could not afford to lose his entire salary during such time.

Dr. Royal B. Meeker, an expert in the Bureau of Labor Statistics, in a statement issued recently, said in part:

It is impossible for a family of average size (father, mother, and three children) to live decently on a less income than \$2,262.47.

and, he added, that this is a maximum of health and decency budget. Low salaries naturally lower the standard of living, which in turn tends to lower morals, and this is truly an undesirable condition.

Believing the present wage to be a great factor in what we term the labor turnover, we call your attention to the fact that a card index roster of the clerks of the Kansas City terminal, was put into use in April, 1918. When a clerk left the terminal for any reason, his card was placed in a separate file marked "ceased." This file on October 14, 1919 contained 656 cards. The number of clerks employed in the Kansas City terminal is 270. This indicates a turnover of the entire force every eight months.

Now, I want to mention statements that were made to me by two strangers, men that I had never before seen. I went into an office here in the city a couple of months ago and when I stepped in there was a gentleman at a desk telephoning. I stepped to another desk to transact some business with a lady, and she put some question to me, I don't remember what, but I remarked that I was in the mail service and didn't come in contact with people in other lines-- anyway I remarked I was in the mail service, and about that time this gentleman had got through telephoning and he turned around and said: "I will say you fellows are the worst underpaid men in the country to-day."

Another time I got on a street car up town, going to work, and a traveling man came in and sat with me and offered me his paper. They were featuring an article regarding the possibility of a railroad strike, and he asked me if I thought there would be a railroad strike. I said: "I don't know. I work down there with those men too, but I don't come in contact with them. I am in the Railway Mail Service." "My God," he said, "you fellows certainly need a substantial increase."

I merely mention these things, as I believe it will convey the thought of the public along that line.

There are many clerks who have been required to serve from three to seven years with one promotion, and this through no fault of their own. The experiences of these clerks constitutes a real hardship and is, we believe, worthy of your consideration. Their families must have suffered, for their employment during most of this time was very irregular and was for the most part away from home. In fact most, if not all, of these clerks are worse off financially to-day than the day they entered the mail service four to seven years ago. I will mention a few striking instances of these clerks' deprivations:

We have one clerk in the Kansas City terminal with seven years' satisfactory service to his credit who has not been able to buy a suit of clothes in that time; another one who in six years has been able to buy only one suit; still another who has been able to buy only one suit in six years and that a second-hand two-piece suit that he got from a relative who went to war, and he got it for \$5.

As for myself, two years ago I went without an overcoat all winter, as severe a winter, I believe, as I ever knew in Missouri. One year ago I had to walk to and from work all winter, 2 miles either way, because I couldn't afford to ride. During my long substitute period I slept in the mail car many a cold night with nothing under me but mail sacks, and I covered myself with the same material (mail sacks). That is against the rules, but I had to do it, as I did not have money to pay for a room.

We cite these instances, as we wish to impress upon this commission the almost hopeless condition in which we find ourselves. The clerks who have served several years in the lowest grade are to-day efficient and loyal employees, but we feel they have been overlooked, and we ask that they be promoted to proper grade as determined by the law of 1917, had that law been made retroactive, with back pay for time lost through no fault of their own, as the department would not allow a clerk to find other employment for those days when the department has nothing for him to do. We have given the department our best effort during these years of service, and we know of no way to retrieve our loss excepting as I have just suggested.

The railroad administration is now considering back pay for railroad employees, so we feel our request is not out of order.

We have found the long period in the lowest grade is detrimental to us in seeking employment in other lines of endeavor, for business men feel that any man who has been so many years in the mail service and in the lowest grade is not the man for their organization.

Another matter which needs adjustment is the matter of promotion to clerk in charge. Clerks who are promoted to be clerks in charge should be immediately advanced to the maximum salary of the assignment, instead of being required to spend several years in reaching it. Their duties and responsibilities are the same on the first day in the new assignment as they will be after any number of years spent in it, and the pay should correspond to the duties and responsibilities involved.

The sanitary conditions of most terminals are very poor. Clerks in the Kansas City terminal work under artificial light at all times. The workroom is located on the track level and would be termed a "basement room." The sun's rays seldom penetrate its confines. Only yesterday, it was partially scrubbed, for the first time in three years, as far as we are able to learn. There are several instances where clerks have had to leave the service because of the unhealthy condition of this workroom.

Now, the sum and substance of this whole matter might be expressed in a few words:

We are a part—and a very essential part—of this great postal organization; our whole effort goes into it, and we feel we should receive such wage as will enable us to live properly and save something for the future.

Mr. Woodbury submitted the following brief:

BRIEF PREPARED BY ADOLPH C. WOODBURY, CHAIRMAN, AND ABE GOLDHAMMER AND JAMES C. COLIN, A COMMITTEE FROM THE KANSAS CITY (MO.) TERMINAL R. P. O., IN BEHALF OF THE LOWER GRADE RAILWAY POSTAL CLERKS.

All statements and data taken from investigation of specific cases and proven by actual records in chief clerks' and superintendents' offices.

This appeal comes from a class of railway postal clerks to whom a great injustice has been done in the past, and we shall endeavor to show that a readjustment of the salaries of the class of clerks hereinafter set forth is the greatest single item to be considered by your honorable body at this time.

We refer to that class of clerks who have been required to serve from two to seven years without promotion or advance in grade.

METHOD OF APPOINTMENT AS REGULAR RAILWAY POSTAL CLERKS PRIOR TO JULY 1, 1917.

Prior to July 1, 1917, all appointments as regular railway postal clerks were made from the substitute lists of the State in which any vacancy should occur (sec. 1544, par. 3, P. L. & R.), and there was no limit to the length of time which a substitute

could be required to serve before receiving regular appointment. Consequently many men were held on the substitute lists for two, three, and four years. We have a number of instances of clerks substituting for more than four and one-half years.

THE LAW OF 1917.

Credit not allowed as intended.—Congress recognized the injustice of this long and indefinite substitute period by passing a law, effective July 1, 1917, stating that a substitute should be appointed as regular clerk, after serving 313 days, or approximately one year. This law also stated that credit should be allowed for time served prior to the passage of this act. However, as interpreted by the department, no credit was allowed for time served in excess of 313 days—that is, a substitute who had served four years or more was given exactly the same consideration as one who had served one year. Both were given regular appointment at grade 1, the lowest grade.

REASON FOR THE GRADE SYSTEM.

The system of grades with annual promotion in the Railway Mail Service is founded (and rightly so) upon the idea that it takes a number of years to train a railway postal clerk and that he should not receive the maximum salary until he arrives at his maximum efficiency. If this be true, it is obvious that a clerk with four years' experience is more efficient and his services are much more valuable to his employer—the Government—than a clerk of one year's experience. He should be graded accordingly.

STUDY REQUIRED OF SUBSTITUTES.

Substitutes receive no promotion.—A substitute clerk is required to pass examinations more frequently and to spend more time in study than a regular clerk. This is in order that he may become an efficient clerk in the least possible time, and also that he may be able to fill any assignment for which he may be called upon. He is not paid a regular salary and receives no promotion, no matter how long he may serve.

Extra expenses; lay offs without pay.—During this long substitute period these clerks were sent out upon runs here, there, and everywhere. They were away from home a great part of the time, and expenses for room and board still further reduced their already inadequate salary. They received many enforced lay offs between runs without pay. At the same time they were required to be ready at all times to take any emergency run that might arise and were prohibited from taking up any outside work.

NO PROMOTIONS RECEIVED IN 1918.

First promotion after six years.—These clerks should all have received promotions July 1, 1918, even under the manner then employed, but by the interpretation of the law effective that date, which stated that no clerk should receive an increase of more than \$200, no promotions were granted, and this whole class of clerks in reality received only a temporary increase of \$100. They received their first promotion in grade (and no other increase) July 1, 1919, after more than six years of good and efficient service.

HARDSHIPS OF THESE CLERKS.

Study outside of working hours.—Many of this class of clerks are men with families. They have put from five to seven of the best working years of their lives in the service of the Government. During this time they have been required to study and prepare examinations a sufficient number of hours to have gained a degree in almost any profession. Most of this study has been outside of working hours and absolutely without remuneration. They can not understand why this long and faithful service has not been recognized.

Poverty, broken homes, and health.—It has been a continuous struggle to eke out a bare existence. They have been compelled to deny themselves and families all of the luxuries and many of the necessities of life. Many are now living in poverty, deeply in debt, all from having been deprived of what they have rightfully earned. There are cases of broken homes and broken health among these men, caused by strenuous and unhealthy conditions of their work, and lack of necessities and proper care.

LOW STANDARD OF LIVING.

How can men in this condition be happy and contented? How can they live decent lives and uphold a standard of respectability, which their position as Government employees in a highly skilled profession entitles them to do? Certainly this

great, glorious, wealthy country of ours can afford to pay its faithful employees a decent, living wage, and it should not be necessary to deprive them of consideration earned through long and meritorious service.

Where the postal surplus came from.—At the same time that these clerks were being deprived of appointment and justly earned promotion the Post Office Department was reporting an annual surplus of from \$5,000,000 to \$20,000,000. This is proof that this condition did not exist from lack of funds and it shows in large measure how the surplus accumulated.

THIS CONDITION NEVER KNOWN PRIOR TO 1912.

Such a condition as this was unknown in the service prior to 1912. Before that time, although not required by law, substitutes were usually appointed regular clerks in from 3 to 12 months' time. There were very few cases of more than a year as substitute before that time. Consequently it was a number of years before it was recognized sufficiently to come before the attention of Congress, and in remedying the condition relief was not given to those by whom it was most needed and to whom it was intended.

A GENERAL SALARY INCREASE ALONE NOT JUSTICE.

Although we believe that railway postal clerks in general are not receiving a living wage and that a general salary increase is vitally needed at the present time, we believe that our condition should receive paramount consideration. A general salary increase would still leave us several grades behind what our long service would entitle us to receive, and would not repay us for past promotions denied us. If salaries in general are low, what must be our condition, whose salaries are the lowest of the low?

INEQUALITIES OF THE OLD SYSTEM OF APPOINTMENT. .

At the same time that clerks of the class which we represent were being held on the substitute lists for 3 or 4 years, others from more favored localities, or States, were appointed within 3 to 12 months and received regular annual promotions thereafter. They are now several grades in advance of older and more experienced clerks and for several years have been receiving from \$100 to \$300 per year more salary.

THE FAIR ADJUSTMENT WHICH WE REQUEST.

Make law of 1917 retroactive.—In order to remedy this condition and to give relief to those clerks to whom it was intended by the act of 1917, and to give an equal and fair adjustment to all in accordance with length of service, efficiency and value to the Government, this law should be made retroactive to affect all those who were on the substitute lists at the time it was effective, July 1, 1917. Credit should be given to the entire time served as substitute, and we should be given one promotion for each year of service, in excess of the designated period of 313 days.

Back pay for promotions denied.—Together with this promotion we should be given back pay for such promotions as we would have received under that arrangement, and for time lost through no fault of our own after we had served 313 days.

We earnestly request that you give our grievance the fullest investigation, and if you find our case a meritorious one, we ask that you incorporate it in your final report to Congress.

Mr. BEIL. The next speaker on the program is Mr. W. E. Gray, of Monette, Mo.

STATEMENT OF MR. W. E. GRAY, MONETTE, MO.

Mr. GRAY. Mr. Chairman and gentlemen, the few remarks I shall make will be in a general way and in the interest of the railway mail clerks which I represent, the eleventh division.

There has been so much said recently in the service and out of it with regard to the salaries of the men in the Postal Service as compared with those in industrial lines that a man said to me the other day: "Assuming that the salaries of the postal employees were not

commensurate with the service rendered, and since they are not equal to salaries along lines of industrial business, why not quit and enter some line of business where you could get better salary?" and that is the question which might arise in the mind of any sensible man.

In replying to this man's question, I told him that I had already spent 14 of the best years of my life in the Railway Mail Service, and during that time I had been honest and as conscientious in the work as I would have been if I had been working for myself; I had maintained a record that I was not ashamed of, and I thought I must certainly be entitled to something better at the hands of the Post Office Department than a wage that would merely buy the necessities of life; and I believe that that is the sentiment of the older clerks all over the country. We are hoping for something better, something to relieve this acute situation that has arisen. They are continuing their relations with the service under conditions that not only require a physical sacrifice but in many instances, I might say, a financial sacrifice, and when I make that statement with regard to the financial sacrifice I have the oral statement of a number of clerks with whom I am well acquainted, and the written statement of a number of others to bear me out in this assertion. For instance, here is a case of a man on a representative class C, eleventh division line, with 18 years of service to his credit. This man, according to the figures compiled by him, spent during the last year something over \$300 more than he made. This can only be accomplished by using any surplus accumulated in former years or by supplementing in some other way outside of the service itself, and I might say that it is not an isolated case, while it might not be entirely general, yet it is very common. This man has a family of two children, which, I presume, is hardly as large as the average family. These children are not yet out of high school. When they are out of high school it will be impossible under the present salary conditions for him to give either of them the advantages of a college education.

Now I will give you something on the requirements of the clerks and himself upon his line. For instance, the line is 300 miles long. The train is manned by four crews to each through train. That means that the men will average daily, for every day in the year, 150 miles per day. Taking into consideration the schedule time of the trains and the advance work at the initial and the outward terminal, together with the terminal time allowed for unloading and delivering of registers, etc., the actual time on duty of the clerks, and this clerk in particular, figures 6 hours and 27 minutes for each working-day.

Furthermore, with regard to examination requirements, prior to July 1, 1919, the clerks on this line were throwing nine separate examinations; that is, I mean that they were supposed to be familiar with the post offices, the examinations which this represented, namely, the States of Texas, Arkansas, Oklahoma, and western Missouri, making approximately 7,500 offices with which they were supposed to be familiar in the distribution of their mail. So you can see that that was quite a job by itself. I will say, however, that since July 1 it has been cut down—the examination requirements have been cut down to six examinations, making a total of 5,092 offices, or per year 1,697, or semiannually—and that is the way we throw the examination—843 offices. Now, that is along the line of the examinations, and that is to be taken into consideration in home

work, of which I would like to give you gentlemen somewhat of an idea.

Granting that a clerk would spend 1 hour and 15 minutes each working-day in the year for 15 years in the correction of schemes and schedules, preparation of slips and register records, and work upon examinations that is necessary in the distribution of mail, he would have spent enough time to master the subjects that would entitle him to a degree in law, medicine, dentistry, or most any other profession you could mention, while the salary he draws, after all these years of study and preparation, is meager as compared to the professions enumerated.

The conditions outlined above have resulted in a shortage of experienced help which makes it necessary for regular clerks to work at the highest possible tension, in numerous instances, in order to complete the distribution that can not be performed by inexperienced clerks assigned to the runs.

Mr. BELL. Your time is exhausted, Mr. Gray. You can file any statement you may have.

The next speaker is Mr. J. H. Stamps, of Decatur, Tex.

STATEMENT OF MR. J. H. STAMPS, DECATUR, TEX.

Mr. STAMPS. Mr. Chairman, I feel that everything has been said that can be said for railway postal clerks from a statistical standpoint. But as I come from the center of the greatest oil field that has been discovered in the United States, I will briefly tell you a few of the conditions we are up against in that country.

Not only are the oil companies, and other industries that go with oil development, calling for all the man power available, while they are taking oil from under the ground, the farmers are taking cotton, corn, and other products from off the top of the ground, which is also calling for man power.

In the last year, from the certified list for the Railway Mail Service, our division offered appointments to 338 certified men. Of those accepting the appointment, 63 are remaining. Of the 63 about one-half are colored, not all of them the better class of the colored population, but those who do not like the heat of the sunshine and the discomforts of working in the rain and cold.

In addition to the resignations from the certified list, 65 men who have had five or more years experience have resigned. A goodly number of these were high-grade men; some clerks in charge of class C lines, and two of the nine assistant chief clerks in our division are among those who have quit. I will not attempt to tell you what the turnover has been, but more than 125 noncertified substitutes have been employed continuously for some time, from the best information I can obtain; these noncertified substitutes are men and women who come recommended, usually, by an employee who can vouch for the integrity of the applicant, but when there are none of this class coming, then anyone that can be had is given employment, for it takes so many employees to perform the service.

While watching a number of this class of clerks distribute mail in the Fort Worth terminal a few evenings ago, the clerk in charge of the tour, called my attention to the fact that out of 15 pieces picked

up for dispatch, 13 were laid back on the table, or 2 pieces dispatched. The 13 pieces were put back to be worked off by a postal clerk as soon as one could get around to it. Twenty of these noncertified substitutes on a tour, dispatching 2 out of 15 pieces handled, is an expensive arrangement. These noncertified substitutes draw \$108.33 per month. Any real postal clerk will distribute as much mail as 3 of the noncertified clerks.

A few days ago there seemed to be some question in the office of one of the chief clerks whether a certain clerk should be promoted or not, and the clerk in charge of the terminal was asked for an opinion as to whether this man merited the promotion. I am going to tell you the report that the clerk in charge made to the assistant chief clerk, because this clerk in charge is one of the best and most efficient men we have in the service. He said: "Yes; promote him; it will encourage him; he has a few excessive minus points, I know, but he has played in hard luck; he makes no more errors than about 90 per cent of the clerks making up mail dispatched through this terminal; I will except 10 per cent of the clerks making up mail that come through this office, and check as errors 75 per cent of the mail made up by the other 90 per cent. Of those working Oklahoma and Arkansas, I will guarantee to check 85 per cent of their mail as errors." That means that 85 per cent of the mail made up for the States of Oklahoma and Arkansas, by this class of men, is erroneous. Of course, these errors are supposed to be checked, but they are not, for two reasons: One is, if we took the time to note all the errors received, we would have time to do little else. Second, if all the errors made were charged to the new certified men making their proportionate part of them, and the present efficiency system applied, we would eliminate them in short order, while the noncertified man, filling the same assignment, making more errors, excused from all examinations, scheme corrections, and drawing the same pay can not be touched by checking. And, too, we have learned from sad experience that a clerk may make a record of 500 minus points against him and receive his promotion right along until it comes to the meritorious promotion or a promotion to a clerk in chargeship, when, if he has as many as 300 net minus points charged against his record in the past three years, he is denied the promotion. The principal of "Man's humanity to man" is the postal clerk's religion; each and every error above 10 or 12 per month means one-half minus point to the clerk making it; therefore, if it is something that can possibly be overlooked, the clerks do not check it, for it may mean \$100 to some poor woman and children who badly need it.

We never will have an efficient service until the efficiency system is changed. The chance for minus points is too great and the number too excessive, in many instances, for the offense; and the opportunity for plus points entirely too small to give justice to the employees. A number of the clerks were denied the promotion last July that Congress intended they should have, because the promotion was in the form of a meritorious one, for they had made 300 minus points in the last three years. There are a number of these, too, that would not stand if we had an impartial court of appeal or board of adjustment. You can readily see that to pass these errors up in this manner will leave the impression that we are giving the most perfect service that has ever been given, when, as a matter of fact, it is in a most deplorable state.

When I came into the service 15 years ago it was considered almost a crime to carry a letter past its destination, and the railway postal clerks felt that they performed a function more important to the public than any class of people in the world. We felt that on our honesty and energy and intelligence the Government had staked the people's all. Through our hands every hour in the 24 passed the warp of the world—much of its political, social, and economic essentials, its treasures and its trusts, the hopes, joys, loves, and ambitions, commerce, honor, education, and enterprise. On our intelligence and devotion to duty everything was staked, and there was no thought that we would not make good. We felt that if we should fail for even one day so to do that shame would follow even unto disgrace. We looked upon our class as a fixed star, whose work comprised the methods and accuracy of a machine. We were Government employees, and every man strived to excel in speed and correctness in dispatch. But that time has gone; we frequently leave more mail at the terminal to be worked and forwarded on the next train (delaying it 12 to 24 hours) than we had to handle 15 years ago on the same train, when if one sack of the same kind of mail had been deliberately left, the clerk refusing to take it would have been suspended by wire. We maintain that when a party orders a commodity to be sent by the United States mail and pays all the postage the Government requires, that the party is entitled to the quickest possible service.

I am citing only one of many cases where the delay in transit has caused considerable financial loss to the parties involved, to wit: The Brice Gin Co. ordered a small extra for some part of their gin. The Dallas house wired them that the piece had been sent by parcel post, United States mail, and should reach Clarendon on train No. 7.

Train 7 arrived (finally), but no extra; the parties waited for train No. 3, which came at midnight. The postmaster got up and went through all the mail to get the little piece of machinery for the Brice Gin Co., because it meant \$1,000 per day to the company and the farmers, but the extra was not there. Train No. 7 the next day was met and the mail hurried to the post office and all the employees made a quick search for the piece which they knew they would find; but they did not, for it was the fourth day before this piece came. Now, Mr. Chairman, we contend this is not a "lesser important" class of mail. We admit that the terminal is indispensable and that taking the circulars and catalogues and freight shipments of parcels from the mail-order houses away from the train distribution is one of the best movements yet made toward a good and efficient service, but we can not see where justice is given the paying public when their locally mailed packages, which are intended for prompt delivery, are kept until the contents often spoil because there are not enough men on the trains to work the mail and deliver it.

Now, the condition among the men who have been in the service for a number of years is bad; many of us have been deprived of our promotions because of the little increases allowed, because of the increased cost of living; in our division the purchasing power of the dollar is not one-half of its value prior to the war; houses that rented for \$20 per month in 1914 are renting for \$65 to \$80 now. Gas that was plentiful in 1914 is about exhausted, and wood has gone up in price from \$5 per cord to \$18.75, and one has to deliver it

himself. The men who had saved some money have been constantly drawing on their reserve until it is about exhausted, and those who had no reserve have been forced to seek other employment when not on duty, and have their wives and children work to make up the deficit.

I am speaking, Mr. Chairman, for the clerks over the entire eleventh division—Texas, Arkansas, Oklahoma, and New Mexico. Because of the enormous crops of all kinds in these States, and because of the mining in New Mexico and the discovery of oil in Texas and Oklahoma and its development, the mails have doubled and trebled and we are trying to handle it with very little increased force—part of which is incompetent, noncertified substitutes.

Our local officials are of the best; the surprising feature is how they can accomplish what they do under the trying conditions that prevail.

Outside industries are beginning to appreciate the thoroughness of the well-trained postal clerk, and are bidding for their services; the oil companies are paying \$8 to \$16 per day for laborers and \$250 to \$300 per month for office men. The pipe-line companies are calling for men at \$5 to \$15 per day and expenses; the farmers are bidding \$5 per hundred for the thousands of bales of cotton yet unpicked; the planters of the Panhandle have tons and tons of milo maize and kaffir corn to head and thrash and are paying well for men who will work; it is, therefore, impossible, at the entrance salary, to get the kind of material necessary to build up the morale of our service. You can readily see why it seems that we are giving an efficient service—it does no good to check these noncertified substitutes (and they have their stamps set up showing that the mail under their labels is from a railway postal clerk), because if the supervisory officials get after them for the errors made, they just walk out. We have got to have some kind of men and this is the only kind to be had.

I am besieged with letters of inquiry from clerks all over this division wanting to know what the prospects are for the future; they have been offered a better salary to go with some private concern or corporation, but if the Post Office Department will pay enough so they can meet their obligations, they will stay with it until things readjust themselves. The situation in the eleventh division is a serious one. We are working with our officials, trying to encourage good young men to take the examinations for the service, but when they find that it only pays \$108.33 per month and they have to study and pass examination after examination for two years with no promotion, they decline. Some splendid material comes in from the remote districts, and they work along for a time contentedly; but they awaken to the situation—they realize how long it will be before they will receive an increase, and the result is a deliberate hunt for a position that offers a reward for faithful and meritorious work, hence their separation from the service.

It is impossible for a man or a woman to become an efficient railway postal clerk without passing successfully upon the examinations required by the department; therefore the noncertified substitute who serves two or three years only gathers a smattering of the things he or she should know to become an efficient clerk. In some rare cases where one can be assigned to the redistribution of mail made up for a heavy line which runs to local, they can give value received

for the wage paid them, but in most cases they are expensive luxuries, for they can not be changed from one assignment to another with any degree of satisfaction.

Mr. BELL. Your time is exhausted, Mr. Stamps. Thank you very much for the statement.

Mr. Stamps submitted the following brief:

BRIEF FILED BY MR. J. H. STAMPS AND PREPARED BY MR. GEORGE B. ORR.

I state briefly some of the reasons that the salary of railway postal clerks is inadequate, and should be raised.

The present classification of clerks permits too much latitude for the Postmaster General to arrange salaries not especially intended by the laws of Congress but nevertheless permitted. At present we have three classifications of clerks. We need none. We have 10 grades when 5 would adequately cover the necessities of the entire service. We need first, an attractive entrance salary in order that the personnel of the service will be concurrent with the duties of the Railway Mail Service, which is exceeded in importance by no other department.

We are modestly asking that substitutes enter the service at \$1,700 per annum, and after serving six months' probation be appointed regular clerks, grade 1, at \$1,900 per annum. After serving satisfactorily one year in grade 1, be promoted to grade 2, at \$2,000 per annum; after one year in grade 2 be promoted to grade 3, at \$2,100 per annum; after one year in grade 3, be promoted to grade 4, at \$2,300 per annum; and after one year in grade 4 be promoted to grade 5, at \$2,500 per annum; clerks in charge to receive \$2,800 per annum. This simple classification would eliminate a great deal of dissatisfaction and friction, which has prevailed in the service for the past few years. This salary schedule has been submitted to the clerks and seems to meet their unanimous approval.

The present plan of expense allowance should be changed to eliminate the 10-hour clause.

LIVING CONDITIONS.

Railway postal clerks are subject to the present abnormal cost of living, which extracts from authoritative publications show will not soon be materially reduced. The living costs in Oklahoma and vicinity tally consistently with Bradstreet's average increase report of 96 commodities, beginning July, 1914, to July, 1919, 118 per cent; United States Bureau of Labor, 106 per cent; Dunn's, 96 per cent; retail prices of food in United States, 92 per cent. Our salaries have come no way near keeping pace with such prices. In fact, a number of our clerks have resigned, as records will show, for this reason alone. They were efficient clerks, and they are being replaced by an inferior grade of men, which will soon show its effects upon the efficiency of the service. I have statements from clerks, which can be shown, too, if necessary, that their present salaries are entirely insufficient to clothe their families. Other statements from clerks show conditions under the present régime which are too ridiculous to enumerate here.

Railway postal clerks live neighbors to persons in other lines of employment, whose salaries have been increased to meet present conditions. They compare their skill and requirements to those of their neighbors and indeed wonder why something has not been done for their relief. For instance, their railroad contemporaries, from porter to conductor, draw more salary than they. Not on all trains, but on some trains, do the brakemen and porters draw higher salaries than the postal clerks. The conductor, engineer, and fireman invariably draw more. Quite naturally the postal clerk questions why this is true, since he is qualified technically as much or more than any of these men. In other lines of endeavor the figures of the various trades will speak for themselves, and you gentlemen have convenient access to these through the various bureaus. There are other good and splendid reasons for the raising of the salaries of the postal clerks than simply the fact that the cost of living is so high.

It is a branch of the Postal Service that is unique. It occupies a queer status in the minds of the public. For instance, a fairly intelligent inquirer asks what does a railway postal clerk do besides "take on" and "throw off" the mail. Our business is surrounded by as much secrecy as can possibly be used. We are cautioned not to discuss service matters too freely with the public. Unfortunately, we have never been very successful in convincing those in power that the Railway Mail Service was one of the most important and exacting branches of Government service, and should employ a high class of men, and pay them accordingly. The average railway postal clerk has to be familiar with the distribution and correct dispatch of every office in one to four States. Most of the larger cities are even worked out to carriers by the

railway postal clerk. To know the exact star route or rural route, and best railroad dispatch for every office in these States is no small requirement.

He has to be familiar with the Postal Laws and Regulations applicable to his work and be examined on their frequent changes. He stands in moving trains from 5 to 15 and sometimes 20 hours without any rest except for meals. He occupies the most hazardous position in the entire train. He has no warning of approaching danger. He has a lay-off period, during which he corrects his schemes and schedules, studies the distribution of States, makes reports, checks records, and answers correspondence. These are a few of the clerk's many arduous duties, and he has never been sufficiently remunerated.

Leaving the cost of living entirely out of the question, our position is unique, because to resign would help our condition as one would conclude. Our study and preparation practically disqualifies us for any other line of work.

We are trusting this investigation will disclose several just reasons why railway postal clerks should have a permanent and sufficient raise in salary that will result in a better satisfied group of employees, and will raise the efficiency of the Railway Mail Service.

Mr. BELL. The next speaker is C. H. M. Collins, of the R. P. O. clerks.

STATEMENT OF C. H. M. COLLINS, RAILWAY MAIL SERVICE, KANSAS CITY, KANS.

Mr. COLLINS. Mr. Commissioner and gentlemen, I come before you as the representative of over 700 negroes, who are employed in the Railway Mail Service throughout the United States. Along with the rest of the employees of the Postal Department we think that we are entitled to an additional and substantial increase in wages in order to meet the prevailing prices and conditions.

In our brief submitted to this department, beginning with the early part of October, we itemized the raise in prices since 1915, and compared them with the prices at the present time. I will not take the time to enumerate them now, but will simply state that such things as flour, bread, sugar, have gone from 100 to 125 per cent since 1915. Eggs have gone so high that it almost—it takes an airplane to catch them, and pork chops can only be contemplated on Sundays and legal holidays.

While the prices of commodities have increased, our salaries have not increased in keeping with them. We have received \$100, \$200, and in the last increase it was from \$100 in some instances to \$125 in others, but in no case, Mr. Commissioner, has the increase in salaries been more than 33 per cent, and in some cases less than 8 per cent, while all of the commodities have increased from 100, as I said previously, to 125 per cent. Ready-made clothing has gone to the skies. The old common gingham work shirt we used in the mail car, we used to get in 1915 for 50 cents and it now costs as much as a Manhattan that we used to get for \$1.50.

We claim that we need some increase immediately. A great many of our men are poor, as you might know. They have assumed obligations, buying property, etc., and they have not been able to meet these obligations. The wage made at the present time is hardly a living wage when you consider the higher cost of living, and I wish to say there has been a feeling in our association that the lowest salary that should be paid should be \$2,000, especially when we consider the fact that porters and brakemen on the train service throughout our land now are receiving more than railway postal clerks.

The postal clerks desire to call your attention again to another proposition. We would like to see an equality in the amount of money that is paid clerks who are designated as clerks in charge throughout the land. The clerk on a one-man run is a very busy individual. His responsibility is very great. He is compelled to handle letters, papers, registered matter, make reports; he has the responsibility of the entire train, and we consider that it would help the morale of the department if all the clerks designated as clerks in charge received the same identical salary.

Mr. BELL. What is your present compensation?

Mr. COLLINS. My present compensation in my department—I am on a class C line—my compensation is \$1,925.

Mr. BELL. How long have you been in the service?

Mr. COLLINS. Sixteen years, since 1903.

Mr. BELL. What did you do prior to that?

Mr. COLLINS. I was principal of a school in Kansas City, Kans.

Mr. BELL. How much did you get there?

Mr. COLLINS. \$75 a month. When I went into the service, Mr. Commissioner, we were entering at \$800 a year, which was \$77.66½ a month.

Now, last, I want to call your attention to the exacting conditions and strenuous work required of postal clerks during the holiday period, that is from the 15th of December to the 25th. During that period a clerk is required by his supervisory officer to be always at his post ready for call. We are compelled to do extra duty without any rest or time for recreation. It really takes all the merry out of Christmas when it comes to the life of the postal clerks, and for this service we do not receive any compensation whatsoever. We maintain that railway men in another branch of the railway service, trainmen, since they are paid overtime and since they are paid for extra duty, it is no more than right that this grand and noble Government of ours, the richest on the face of the earth, should pay the railway postal clerks for the service they render during the Christmas holidays.

Mr. BELL. Do you happen to know what teachers in your class when you quit teaching are receiving now?

Mr. COLLINS. Yes, sir; the school that I taught is now presided over, I think, by a lady. I think they get something like \$150. But now understand, Mr. Commissioner, it is prorated over Kansas City, Kans. At the time I was a teacher we got it monthly, but now they pay them the year round; that is, we were paid for only nine months, and now they are paid the year round. That is one reason I quit teaching, because I wanted a job that would last the year round.

In conclusion I want to say I thank you very much for this audience, and I believe that anything you do to relieve these conditions will be highly appreciated by the Postal Employees for whom I speak. I thank you.

Mr. BELL. We will now recess until 2.30 o'clock this afternoon.

(Whereupon, at 1.35 o'clock p. m., the committee recessed.)

AFTER RECESS.

The commission reassembled at 2.30 pursuant to recess.

THIRD-CLASS POSTMASTERS.

Mr. BELL. The postmasters of the third class will next be heard from, and the first man to be called is Mr. M. B. Carley, of Geary Okla.

Mr. Carley, you have been allotted eight minutes.

STATEMENT OF MR. M. B. CARLEY, POSTMASTER, GEARY, OKLA.

Mr. CARLEY. Mr. Chairman and coworkers, this is the first time in the history of the Postal Service that the third-class postmasters have had an opportunity to present their cause to a congressional Representative whom we consider our friend. I have a few facts and figures that I desire to give relative to the condition of these offices. The salary of the third-class postmaster is based upon the gross receipts of the office—also the clerk hire. The pay of the larger offices, first and second class, is also based upon the gross-receipt plan, the same as ours.

I have a copy of the Postal Laws and Regulations, containing the plan of the salary on which we are paid now, that I wish to submit as a part of my evidence.

(The paper referred to follows:)

Third class.

Annual gross receipts.	Annual salary.	Annual clerk hire not to exceed—
\$1,900, not to exceed \$2,100.....	\$1,000	\$300
\$2,100, not to exceed \$2,400.....	1,100	300
\$2,400, not to exceed \$2,700.....	1,200	300
\$2,700, not to exceed \$3,000.....	1,300	400
\$3,000, not to exceed \$3,500.....	1,400	400
\$3,500, not to exceed \$4,200.....	1,500	400
\$4,200, not to exceed \$5,000.....	1,600	500
\$5,000, not to exceed \$6,000.....	1,700	500
\$6,000, not to exceed \$7,000.....	1,800	500
\$7,000, not to exceed \$8,000.....	1,900	500

Mr. CARLEY. This plan of salary was adopted in the year 1880 by Congress, and I am sure at that time it was fair and just to the postmasters, but I wish to say at this time, one thing sure and certain that the postmasters who received salaries in the 19th century under this plan either received too much or the postmasters who receive salary in the 20th century under this plan are underpaid.

In regard to these larger offices referred to in commercial centers, such as Dallas, Kansas City, Chicago, and other places, who do the great volume of business for the mail-order houses and the wholesale houses, I want to say that the third-class post office is the artery of distribution of that business, and it is through them that this business is distributed to the rural districts of the country, while the larger offices enjoy the benefits of the receipts in computing their salaries.

Next, I wish to call your attention to the post-office equipment as furnished to the third-class postmasters. There is no allowance in the postal laws and regulations for equipment for a third-class postmaster. There is an allowance for salary, for clerk hire, and for rent, light, and fuel to us. Of these the greatest need is clerk hire at this time. I know of a postmaster whose investment in fixtures is \$1,000; the allowance from the department for rent, light, and fuel is \$40 per month. The income for the box rent on these fixtures is \$35 a month. The Government receives this, leaving an expenditure to the department of \$5 a month for rent, light, fuel, and fixtures. This postmaster pays on this investment taxes and insurance, and in the name of justice I ask you if there is any justice in such conditions? We submit this condition and humbly beg of you that you recommend some legislation be placed in this salary bill to take care of the post-office equipment.

All of the post-office employees in the Post Office Department have an annual leave with pay, save the third-class postmasters, and we ask and beg that you recommend for us that we have an annual leave of 30 days and that an acting postmaster be furnished during that time, as the funds necessary to provide the postmaster with sufficient help.

In Mr. Burleson's annual report covering the last fiscal year we find that the profits of the Post Office Department in round numbers were \$2,281,000. The third-class postmasters, from the number of letters that I have received and read, indicate that on account of insufficient clerk hire allowance and the inadequate allowance for light, fuel, and fixtures, have paid from their salaries amounts ranging from \$15 to \$30 a month, and I want to say that these postmasters at a great sacrifice have become donors to this fund refunded back to the Government, of which a part justly belong to them.

For the clerk hire and the salaries of postmasters we have a plan that I wish to submit at this time and ask that it become a part of my evidence. It is the national league plan as adopted by the executive committee. This plan I wish to call your attention to provides that the clerk hire allowance be a flat rate. Under the old plan there is a maximum for the clerk hire and no minimum. I have a postmaster in mind in Nebraska at this time whose annual salary is \$1,200 and his clerk hire not one penny, and I want to say that in the State of Oklahoma there are less than 2 per cent of the third-class postmasters who receive the maximum of clerk hire, and we humbly and urgently ask that you recommend that this national league plan be adopted.

The third-class postmasters have stood silently and watched the ebb of time. The 3-cent rate increase of postage, the 2-cent cards increased the revenue to the department, of which their employees received no consideration as to increased compensation to them. The salaries of the commercial world have advanced; not a murmur or a word of complaint has been heard and while from reading these letters that I have, I feel that I represent in Oklahoma the most heartbroken set of men that State holds, and yet at the same time I am proud to say, Mr. Chairman, that I represent the most loyal faithful, and patriotic set of men to be found in the State.

Mr. Carley submitted the following paper:

NATIONAL LEAGUE SALARY PLAN ADOPTED BY EXECUTIVE COMMITTEE.

Third-class postmasters.—That postmasters at third-class offices shall be paid salaries in accordance with the following schedule:

Gross receipts:	Salary
\$1,900 to \$2,100.....	\$1, 650
\$2,100 to \$2,400.....	1, 800
\$2,400 to \$2,700.....	1, 950
\$2,700 to \$3,000.....	2, 100
\$3,000 to \$3,500.....	2, 250
\$3,500 to \$4,200.....	2, 400
\$4,200 to \$5,000.....	2, 550
\$5,000 to \$6,000.....	2, 700
\$6,000 to \$7,000.....	2, 850
\$7,000 to \$8,000.....	3, 000

Third-class clerk hire allowance.—That third-class postmasters shall be granted allowances for clerk hire according to the following schedule:

Postmaster's salary:	Clerk hire allowance.
\$1,650.....	\$600
\$1,800.....	700
\$1,950.....	800
\$2,100.....	900
\$2,250.....	1, 000
\$2,400.....	1, 100
\$2,550.....	1, 200
\$2,700.....	1, 300
\$2,850.....	1, 400
\$3,000.....	1, 500

Mr. BELL. The next speaker is Mr. George Harman, of Valley Falls.

STATEMENT OF MR. GEORGE HARMAN, POSTMASTER, VALLEY FALLS, KANS.

Mr. HARMAN. Mr. Commissioner, it is needless for me to say anything about the high cost of living or the necessity for the increase in wages. Everybody knows that, and you have had that pounded into you from the time you have started out on this trip to the present day.

I want to say that, representing the postmasters of the third class that have been here for the last two days from these different States, in the letters that we have received—hundreds of them—that we stand unitedly and enthusiastically for the national-league plan for the adjustment of salaries of third and fourth class postmasters. We are for that without any question, and some of the reasons why we are for that, besides the fact that we must have more money in order to live and live in the way in which the representatives of the Government should live, are the requirements made of the third-class postmasters not applicable to the other classes. In the matter of time a third-class postmaster is required to give all of his time to the duties of the office. The fourth-class postmaster can have another business that he can make a living out of. The second-class postmaster gets all of his wages down in his pocket. He doesn't have to divide with anybody, but the third-class postmaster must run his office on his salary and allowance; it doesn't make any difference what it costs him, he must get through it or quit his job.

In line with that, I might say, like an inspector told one of my friends, "You were not drafted to this job; you can quit any time you get ready." That is all right, a man can quit. He can go out and get more money, but that doesn't answer the injustice that is done these people, and I know that Congress doesn't want an injustice done to any employee. There is a great responsibility that comes on these third-class postmasters from handling from one hundred to five hundred thousand dollars worth of Government money. Now you understand—and I am speaking especially regarding the central accounting offices that handle all of the war-savings stamps that go to the county—they receive the money first. We were receiving money last year. This year we are paying it out, and we have to inspect everyone of these war-savings stamps before we send them in to our depository to get the money. It requires time and a lot of time counting this money in and out. We have to take care of all of the stamps that come into the office, all of the postal supplies, and all of that sort of thing, and anyone who has any experience in counting stamps—as I said the other day in the Kansas City office—there is some mystery about counting stamps. A man can count money and get away with it, but in some way with those stamps you can't count them twice and get the same result to save your life.

Now as to the ability required of a third-class postmaster, he is required to know more of the postal laws than any other postmaster of any other class. The fourth-class postmaster is not expected to give any instruction; in fact, he doesn't have any international money orders. Very few of them have any postal savings or anything of that kind. The second-class postmasters have a civil service assistant who has probably been in the office for years and years and made a study of the business; the first-class postmaster has his superintendent; all he does is to touch a button and ask him about the money-order system or anything else and he has it right there, but the third-class postmaster must know all of that. He has to attend to everything from waiting on the window to handling foreign money orders and enlisting soldiers and sailors in the Army and the Navy, and even peddling groceries, which we have had to do this last year, including rounding up the enemy aliens. All with a stereotyped little line at the bottom of these instructions: "All without added expense to the department."

One reason why I think we have been forgotten in this matter is because all of our time has been taken up at home and we have had neither the money nor the time to attend the associations or to go to Washington and appear before the department in prosecution of what we believe to be our just claims.

As I say, I can't understand why the third-class postmasters should be made, as it might be expressed, the "goats" of this whole thing, because, and I say, the fourth-class postmaster has a chance to make a living besides the post office; the second-class postmaster gets all of his money down in his pocket, and all of his clerk hire is paid; while the third-class postmaster pays on an average of half of his salary in addition to the appropriation made for hiring his clerk.

Mr. BELL. Right at that point, Mr. Harman, I would like to ask you a question or two: As it is now, assistants or clerks in post offices of the third class are appointed by the postmaster?

Mr. HARMAN. Yes, sir.

Mr. BELL. The amount of money paid to him is out of a lump sum—I mean these clerks, they are not Government employees, in other words?

Mr. HARMAN. Why does the Government have to bond them?

Mr. BELL. Well, they are not Government employees through the civil service but through the appointment of a postmaster. Now, what I wanted to ask you was whether or not in your judgment you believe it would be better to have these men appointed from civil service and under civil-service rules?

Mr. HARMAN. Absolutely; yes, sir. That is where they belong.

Now we compare the salaries of third-class postmasters with the rural carriers. A rural carrier has no responsibility whatever. He has a lifetime job; he works probably four hours a day on an average in our communities. I have carriers in my office that are drawing as high as \$1,796 a year and they save every dollar of that money. They put in on an average, as I say, of four hours a day; the rest of the time they make their living in some other way. They put every dollar in the bank for investment.

Mr. BELL. Conditions must be very unusual at your office.

Mr. HARMAN. He has got half of his time, practically.

Mr. BELL. Well, can he maintain himself by the hours that he would have, that he don't work, outside of his salary as a rural carrier?

Mr. HARMAN. The man that can't work 10 hours isn't worth very much, and he has six hours to put in in his own work, trading and trafficking around.

Mr. BELL. What do they do outside of their post office work?

Mr. HARMAN. This particular man I am talking about trades, buys and sells horses, mules, cattle, and invests his money, and he has this money to use, don't you see, and his time off. They have nothing to do in that time.

Mr. BELL. You have one minute remaining, Mr. Harman.

Mr. HARMAN. Then in that one minute I will make this suggestion, that if this central accounting system is left to the third-class offices, place the third-class office that is a central accounting office on the same basis as the second-class office; or if this plan is adopted, this league plan, pay the central accounting office \$5 for each district office that it has.

Mr. BELL. \$5 a year or a month?

Mr. HARMAN. \$5 a year for district offices. Now, I am going to say this, Mr. Commissioner, in closing, I know that you are friendly to us and I know that you appreciate the condition that we are in. We want a law—the department passes the buck to Congress, and Congress says, "You may pay these fellows so much." We want Congress to say, "You shall pay these people so much," and to say it now. We may not need this money in five years; we may be dead or gone; we want them to do it now. You gentlemen passed a law for your own relief and had it signed by the President in 48 hours, and we will thank you to do that for us and do it now.

Mr. Harman filed the following brief:

BRIEF FILED BY MR. GEORGE HARMAN.

We, the postmasters of the third class of the States of Kansas, Nebraska, Oklahoma, Missouri, and New Mexico, personally represented at the Kansas City, Mo., hearing of the commission, respectfully submit the following brief of our complaints and proposal of remedy:

Under the present high cost of provisions and labor, our salaries and allowances do not provide sufficient funds to support ourselves and families in the usual manner and at the same time care for the duties of the office in the manner to which the patrons are entitled; the postmaster being required to make up the deficiency in clerk hire and rent and light allowance from his own salary, thereby working a great injustice to this class of employees of the postal service.

Especially burdensome is this load when the duties and responsibilities of the central accounting system is added to the duties of the third-class office with no additional allowance for clerk hire, though the work of the office is often multiplied several times.

As a remedy for these conditions we recommend the following:

We enthusiastically and unqualifiedly indorse the salary and allowances as recommended by the national association for third and fourth class offices; believing it to be fair to the Government, adequate to the postmasters and clerks, and just to the public.

We request that all office furniture and fixtures be furnished by the department, and that the buildings be owned or leased by the department.

We request that all clerks in third-class offices be placed in the classified civil service the same as now applies in second-class offices.

We request that postmasters of the third class be allowed annual vacations with pay for the person performing the postmasters' duties, the same as now applies in other branches of the service.

Believing that these recommendations are for the benefit of the service, we earnestly recommend to your honorable body that they be adopted in your report to the Congress to the end that justice may be done to a deserving class of public servants.

Respectfully submitted by the postmasters of the third class representing the States of Kansas, Missouri, Oklahoma, Nebraska, and New Mexico.

GEORGE HARMAN,
Chairman, Valley Falls, Kans.
J. W. RAGAN,
Secretary, Utica, Nebr.

Mr. BELL. The next speaker is Mr. George Hoffman, of Belen, N. Mex.

**STATEMENT OF MR. GEORGE HOFFMAN, POSTMASTER,
BELEN, N. MEX.**

Mr. HOFFMAN. Mr. Chairman, representing the postmasters of the third class of New Mexico, I do not wish to say anything that has already been said, but I wish to say this, that we indorse the plan of national league of postmasters. I believe that is all we can present so far as the salary is concerned, but as a member of this committee which has been organized here to present its case to you and your committee, I was assigned the task of speaking to you, and through you to the Congress, about the matter of furnishing post-office equipment by the Government. It seems that that is hardly understood by the general public.

Most every man that enters the post office goes and rents a post-office box, and is proud of it. He thinks he is doing something for Uncle Sam, but he is not doing anything for the assistance of the postmasters who are contributing to Uncle Sam's welfare by furnishing this equipment. Over the letters "U. S." over every post-office box in the third or fourth class office should be put up a little sign

saying: "I help Uncle Sam," because it is really a shame to think that we would have to invest, like in my case, the equivalent to a private residence, bringing \$50 a month, and give that money to Uncle Sam to carry on his office, without even getting 6 per cent or 7 per cent interest on the money we have invested, and I wish to say this, that the amounts so invested range from \$400 to \$2,000 for post-office equipment.

In my case I supplied the office with an adding machine, supplied it with a canceling machine, because business was so heavy it couldn't be done by hand handling. I have equipment worth \$2,000, including an iron safe, and that is the way it ranges. Furthermore, we do not make this statement for the simple reason of getting something more from Uncle Sam, but think it is a good business proposition for Uncle Sam to equip all of his offices, from the first down to the lowest fourth class office, with a standard equipment. It is a paying proposition. In going through the different district offices in my district I find in many fourth-class offices that they have no boxes whatever. They don't care to spend the money. They never realize that it is a shortcoming on their part, I admit, because they get box rent in the fourth-class office; the third-class postmaster does not, and therefore he doesn't go out of his way to provide any boxes for the public. That means that the Government is standing a loss. If the Government should adopt a system of furnishing all offices with standard equipment, it would get in box rent enough to pay a reasonable interest on the investment, and it would be standardized; as it is to-day it looks a good deal like a conglomeration of junk, I must say, in a great many of the fourth-class offices. One fellow will have something of this sort, and the next fellow something else, and between all of them they will have very little of anything, and I believe this great and glorious Government ought to be proud enough of the post-office system to provide standard equipment in all offices. If it was not for pride in the service I believe every third-class postmaster would have resigned long ago, but we are proud to be in Uncle Sam's service. We did everything we could for the Government in the war, and we are willing to do more. We are not making any complaint about selling war savings stamps, thrift stamps, etc. I am willing to give my time; if I was not, I would get out; but when people meet the postmaster on the street he is Uncle Sam's representative, and there is something worth while in that. That is what keeps a good many of these United States postmasters in the service, but Uncle Sam is awfully shortsighted and has been with the third-class and fourth-class postmasters, and he ought to increase these offices.

Mr. BELL. What is your total compensation?

Mr. HOFFMAN. My total compensation under the new scale is \$1,825. It was \$1,700 salary since July 1, 1919, until we got the added compensation of \$125.

Mr. BELL. How much clerk hire are you allowed?

Mr. HOFFMAN. My clerks now receive \$750, but it was only \$400.

Mr. BELL. Before that joint resolution?

Mr. HOFFMAN. Yes, sir. And I paid \$65 a month to my clerk before. I do now.

Mr. BELL. You took part of it out of your own salary?

Mr. HOFFMAN. My salary was about \$105 a month, but I was a good fellow; I run fire insurance on the side and made ends meet. I love Uncle Sam, but I think he ought to come across a little bit. If you go into a nicely fitted up country post office you would admire it, and we should not do things in such a slipshod manner as they have been doing it in the post offices. I believe that is a good thing to bring up before Congress.

Mr. BELL. The next speaker is Mrs. Anna B. Marshall, of La Cygne, Kans. You are allotted 15 minutes, madam.

**STATEMENT OF MRS. ANNA B. MARSHALL, POSTMISTRESS,
LA CYGNE, KANS.**

Mrs. MARSHALL. They gave it to me by the courtesy of the good gentlemen who came, because I was the only lady who was to appear before you, and they gave me more time. I suppose they thought that a woman could not tell quite so much in the same length of time as a man.

Mr. BELL. They were wrong. [Laughter.]

Mrs. MARSHALL. At least they take a little longer time to tell it. They have given me the honor of representing the cause of the civil service in connection with third-class offices. In the first place, the point I wish to make in connection with that is that we would like to have you go back to Washington and keep faith with the third-class postmasters of the United States, and ask the Congress to place us under a classified list. We are now in the drift; we are neither under the protection of our Senators nor the civil-service classified list.

Mr. BELL. You mean the postmasters of the third class?

Mrs. MARSHALL. Yes.

Mr. BELL. Yes; they were under civil service.

Mrs. MARSHALL. No; we have not our rating cards.

Mr. BELL. I see what you mean—by Executive order.

Mrs. MARSHALL. Yes; by Executive order, which holds only for the present and as a reward of our service, our strenuous war-time service, we ask this. These gentlemen have told you at what sacrifice, financially and personally, we have done our work. I think it is perfectly wonderful to read over the list of letters that come to us showing just what these third-class modest people have done. They are not inefficient people; they are not undertrained people; they are educated, most of them. Any one of them at the present time—very few of them excepted—would prefer a classified list to-day, even if the civil service takes it upon itself to say, "We would like to have these people, before they are classified, pass a civil-service examination."

Gentlemen, we are not afraid of a civil-service examination, but we do feel that with the dignity that we have gained through service we have felt that we deserve, on account of our service during this very strenuous time and that we are still undergoing, that we be classed somewhere definitely; that we ought to be placed under the civil-service list, the classified service, in order that we may have an opportunity to give our Government, and to realize something for ourselves, the benefit of our experience and our training during this time.

We plead with you to give us the benefit of the classified list as postmasters to carry that to Washington. No man can deny us the justice of that request, because of our service. We have felt that we are fitted to take this examination, and if there are those among our number who can not take the regular classified civil-service examination, let him drop out; we want only efficient people; we want the class of our service raised; we want the standard raised; and we want to be placed on that standard. Carry back that message and I feel that the third-class postmasters will say that the present administration is appreciative and this commission has been the greatest movement that has ever been started out from Washington to give justice to a small class, truly, and yet we represent not a very small class of the Postal Service of the country and not a small number of people served by any means. I was pleased to notice that you had given favorable attention to Mr. Harman on this point, that we wish our assistants placed under the classified service. It used to be considered a fair privilege for a postmaster to go into a third-class post office in the days when third-class postmasters were not as efficient as they should be. It was considered that you were giving them a privilege by letting them hire whom they pleased. We do not consider it a privilege now; we consider it a very embarrassing situation. For six months I have had no regular assistant at La Cygne. True, the department found out the reason that I had no regular assistant and none has been appointed by me because I can not secure, even with the liberal provision—I have been more liberally provided for than most of these third-class postmasters in the line of help—I can not secure it. I have faced returned soldier boys, who, when they left for the service would have been glad to have received the salary that I could now pay to an assistant at La Cygne, and they have returned with the Government stamp of service on them, and they laugh at me when I offer them the \$75 a month: that means all that the Government allows me, all the money-order fees, and \$5 out of my own pocket to pay him that \$75. They simply laugh and say, "Why, that wouldn't be paying us anywhere near for the hours of service you require."

We would like to have the commission provide us with assistant postmasters. I am now required to appoint an assistant and he is not classified; out from Washington come letters stating to us, "Your employee in the office, your assistant, is not a postal employee; therefore, you will not be entitled to this raise for them." I wish you could take the composite of the facts of the more than 300 assistant postmasters of third-class offices in Kansas and those over the United States on the morning after they read that, because there is discouragement in every line. There in our town of La Cygne, we are near Paola, a second-class office, where the assistant has all the dignity of a Government employee; where every clerk in that office—and they don't mark greater efficiency than my assistant has to have at La Cygne to hold his job—they are classified and they got that raise, and the one is acting for me, doing the best she can, but not appointed because I can't secure the one that I consider an assistant ought to be for the money I am allowed. I am hoping now that I can get a young man and train him, because I say, "You give me a year of your time and I will make you fit to hold any position in the classified service in the postal department south of Kansas City or

in the Kansas City office." In the last three years I have trained two young men who are now in the classified service. We are a training school for your civil-service employees. We have to take these young people that come to us, who don't know how to weigh mail, who don't know the slightest thing about mail, who don't know anything about post-office work.

We have no eligible list in our third-class offices. Last winter, when the "flu" overtook us at La Cygne, my assistant at that time, who is now in the classified Railway Mail Service and was considered fairly good at La Cygne, was taken sick. I was giving him two times as much as the Government allowed me at that time, paying the balance out of my own salary.

Now, gentlemen, it is not true that I have accepted these conditions because I can not command any more salary than the Government leaves me after I make these deductions, because as a member of the Red Cross at its division headquarters I was offered twice as much money for seven hours' work six days a week—and here I work seven days—twice as much money as I am offered at La Cygne; but this suits into our circumstances, the community and the home where I live, and I wish to retain this position, as do these other postmasters, consequently we pray you to make these conditions reasonable and equitable and equal to other conditions of the same line of business and the same training in other lines of work.

This assistant that we want in the classified service, we want him to be a civil-service appointee, because I can not handle for a single day in my office an assistant who is not capable of passing that examination; he can not fill the position. As I said, during the "flu" my assistant was ill. For six days, from 6 o'clock in the morning, with 25 minutes out at noon, until 8 o'clock at night, there wasn't a single bit of routine work of that office nor anything that I did not do—the fires and everything connected with that office. That is what we third-class people reap. It was all attended to by myself.

Mr. BELL. That is the good western spirit.

Mrs. MARSHALL. It is a spirit of service that goes from every third-class office in the West. [Applause.]

Last fall, at the meeting of the Third Class Postmasters' Association, I was the only third-class postmaster there from my county, and when I asked some of them why they didn't go to it the answer was, "I could not find time." "Couldn't you borrow from the night?" "No; I borrowed all I can from the night. How did you come to go?" "Well, I was able to crowd out almost all of the night into service, and then to come and have the benefit of the association here at Kansas City of the postmasters' meeting besides." But that sort of health and strength does not always last, and if I am giving that to the Government, other lines of service pay well for that kind of physical endurance, and we are willing to give it, and we wish to work up these places, as the gentlemen said, so that our offices will not be untidy, dirty, unkept places that you are used to finding around in your communities in third-class offices, but that they be well kept, the best building in the town, the nicest room, the cleanest headquarters, and the most efficient, courteous employees that you will find in any place of business in that town. We wish to make the third-class offices that.

Will you not carry through with the Congress this salary plan that the league has adopted as necessary, reasonable, and practical to us, fair and just, and give us civil service in the third-class offices? We represent a large proportion of the service. I understand there are a little more than 300 third-class offices in Kansas, while the second and first represent only about 75 offices. We represent a large territory there and a large service to the community and the people. We are willing to give it; we are willing to give it unselfishly; but we are now in a position where we want—you told us that we could not ask any more pay during the war; and we don't want any back pay for our service during the war; we were patriots then, but you are providing for your boys and the other people who provided the service, and we ask you to give us a little recognition, and we will be proud of that rating card that places us under civil service; you have advanced this line of efficiency; you have met us on both sides; you have made civil service effective below us in the fourth class; you have made civil service effective above us in the second class, and we are right between and we are working away every hour, and we would like to be put in there where we will be something. At present you can't name us. We don't exactly know—the assistant whom I have in the office said the next morning to me after this rule came to me that they were not postal employees—she said, "What are we? What do I do?" I told her, "You do postal work; you are my employee." "Am I on a different rating from the man whom you hire on your farm, with the Government? Where am I rated?"

Go back to Washington; give us civil service in our assistant positions and give us a rating in the third-class offices, and we will feel that you have started the greatest movement out from Washington to give recognition to a truly modest class, who have worked and who will be willing to work, and who give as little criticism and give as little carping on having things done improperly and thinking that no justice ever comes to them as any class of workers. We do not claim injustice, but we do claim that the Government has been tardy in recognizing us and we would like to have it move out and show us that this assertion that we make with regard to it—we say at our office when anything comes up concerning the Government or the administration or anything else: "Well, sometimes they are a little slow at Washington about getting to it, but we always hear from them, and when it comes they will right it."

Mr. BELL. The next speaker is Mr. W. N. Bledsoe, of Atlanta, Mo.

STATEMENT OF MR. W. N. BLEDSOE, POSTMASTER, ATLANTA, MO.

Mr. BLEDSOE. Mr. Commissioner, fellow workers in the Postal Service, I hardly feel that it will be necessary for me to take up the allotted amount of time on account of the subject that I am to talk about for a little while, which merges in with one that has already been mentioned, that of the Government furnishing equipment for our offices. But in behalf of the third-class postmasters of this section of our country I wish to call your attention to the items of light and heat. These items, important as they are, have been very much overlooked in years gone by, and at the present prices of fuel and

necessities for light we feel that we are very much inadequately provided for. For instance, \$1 three or four years ago would buy as much as three or four will at the present time, and you will find that every third-class postmaster is at present and has for several years in the past been using a portion of his salary, which should go for the benefit of his own family, for the purpose of maintaining to the best of his ability the Postal Service of our land and country.

In my individual office I am allowed at present \$3 per month to provide for light and heat, with electric current at a minimum of \$1.15 per month, and through the period of six months use lights from one to five hours per day, having but three bulbs in our office room, which is not sufficient. My light bills through six months of the year run from \$1.50 to \$3 per month. Wood in our town at present is \$6.50 and coal selling at \$6.50 and more a ton; our fuel for the present winter has at this time cost us so far \$18.20, and not enough on hand to keep us supplied for the remainder of the winter months, and our allowance now used up. I think we should have a raise in allowances for light and heat above what we are now receiving of 100 per cent, or be allowed to furnish vouchers for the exact amount used for light and heat each year. Postmasters at the present time are put to a great deal of expense to conduct their offices in many, if not all, instances equal to that of the rural carrier. In view of the fact that we have to work with and oversee men who are our subordinates at a salary and allowance much less makes our position almost intolerable. It seems to us the most grievous wrong in connection with our Government system to-day, and we confidently hope and expect the joint commission to recommend to Congress that the Government should furnish us all necessary allowances for light and heat, and adequate equipment to furnish such.

I will file with the commission some individual letters from postmasters of Macon County, which I submit for your approval.

Mr. BELL. The next speaker is Mr. J. W. Ragan, Utica, Nebr.

STATEMENT OF MR. J. W. RAGAN, POSTMASTER, UTICA, NEBR.

Mr. RAGAN. Mr. Commissioner, I merely wish to review the statements made by my predecessors in behalf of the third-class postmasters and to point out that which I thought seemed to interest you most particularly.

Our first speaker made the remark that our salary and clerk-hire allowance was based on our sales. This is true to a certain extent. However, the act of February 28, as passed by Congress, is not sufficient to allow us the salary as based; therefore I wish to ask in addition to his recommendation that Congress take strict observance that when the next appropriation is made for clerk hire that it be made with a minimum instead of a maximum; that there is no provision made whereby it be left to the discretion of the Postmaster General or others; that the appropriation carry a minimum salary for clerk-hire allowance.

Now, you asked the second speaker regarding the appointment of the assistant postmaster in the post offices of the third class. It is true that the assistant postmaster is recommended by the postmaster, but the First Assistant must approve that appointment, although there is no recognition on the civil-service status to that effect.

Mr. BELL. The First Assistant usually follows the recommendation of the postmaster.

Mr. RAGAN. Yes.

Mr. BELL. In nearly all instances, I believe.

Mr. RAGAN. Yes; that is true.

Another speaker spoke particularly about the Government furnishing equipment, and in his remarks he mentioned adding machines. I believe that the feeling and intention of the average third-class postmaster in that respect is for the department to furnish the absolutely necessary equipment. I did not want the third-class postmasters to go on record as giving the impression that they wanted adding machines, or typewriters, or other articles of that nature. I believe the most important feature is box equipment, which the postmasters furnish.

Mr. BELL. And safes?

Mr. RAGAN. Safes are not in all conditions necessary. In fact, I believe in most conditions they are unnecessary. The present system of the Government of reporting through central accounting postmasters makes it very convenient to carry a small amount of stock. I believe that the present system is splendid. It makes it in such a manner that we can carry a small amount of stock and makes robberies less alluring, and it makes it so that we can secure our stock quicker, because it is usually from one train to another, perhaps not more than 10 or 12 hours, before we can have any necessary stock we may need. I believe, so far as the matter of fireproof safes is concerned, that that would be unnecessary to us.

Now, in the case of third-class postmasters, it is apparently universally essential that postmasters are required to call in members of their family for the purpose of serving in the office. In our State last year, before the legislature there was a bill introduced to make it impossible for a county or State official to hire or to appoint at his office a member of his family, giving the impression, apparently, that the county or State official would employ a member of his family that did not give efficient service. In some cases that is done, no doubt, and we would like to have particular recognition on this one point. Give us sufficient clerk hire allowance that we will not be required to employ members of our family. The present postal law reads that any member of a postmaster's family who is of such age as to be able to understand the nature of the oath of office can be retained in the Post Office Service.

I have been in the office myself for a period of a little over five years. I have never been able to appoint a clerk for a period of more than 12 months. This clerk stepped out from the post office and received a salary of a little over four times as large as she was receiving in the post office. In order to employ efficient, moral girls in our post office we must take those who have had no training before the public, and as soon as we have them trained in a way that they are able to transact business for the people in a good legitimate, businesslike way, some merchant steps in and offers them a larger consideration. This reflects very much upon the credit of the service. I believe that is the most serious objection we have. I believe the most serious objection in the third-class post offices to-day is the clerk-hire proposition. Many postmasters are required to pay out of their own pockets, which cuts their own salary, and some of them have expressed themselves in letters to me, which I will be pleased

to file with you some time during the afternoon, that their salary was sufficient if they were just able to retain that, but they had to give it all out for clerk hire, rent, light, or fuel.

A postmaster from western Nebraska took a census of Saline County, Nebr., asking them for statements relative to the number of hours they put in in the post office and the annual remuneration that they received, and on an average it was found that they received 30 cents an hour for their labor. This is too small.

Now, one point that I would like particularly to bring out is that the postal laws require that the postmaster shall put in not less than eight hours daily in the service of their office. There is no maximum. We would like consideration of that one subject.

We ask these few things respectfully. We know that the country is undergoing a reconstruction period. That is undoubtedly the reason you are sent out here. We appreciate that, and we thank you sincerely, and any effort that can be made by us to assist you in coming to a natural, sound business basis, that is what we want. We are not here complaining; we have discouraged among our own members the theory of coming before you and complaining to you, because we are not complaining; we are here at your request to give what information we can and give it in the best possible way.

I believe that covers the ground thoroughly. We will be pleased to send a representative from Nebraska to your commission at Washington, as has been suggested in your letter. If you will give us sufficient notice, we could arrange for some one to come, and we would be glad to do that. We want to help you in every way, but, gentlemen, we have asked for no consideration for the past, no back pay, but we do ask, as one lady mentioned, that we be covered under the civil service, and whatever you do, do it soon, because without question third-class postmasters, the very best of them, are resigning to take better-paid positions. So whatever you do, do it soon. We will be watching the papers for some hope, and we will thank you for your consideration.

Mr. Ragan filed the following brief:

BRIEF SUBMITTED BY MR. J. W. RAGAN ET AL.

In accordance with your request for information and data relative to the salaries of the third-class postmasters, we, the undersigned representatives of the third-class postmasters of Nebraska, respectfully submit the following for your consideration:

The World War brought many changes in the labor and responsibilities of the postmasters of the third class which were, for patriotic reasons, cheerfully fulfilled with a deep feeling of loyalty and a desire on our parts to be of the greatest possible aid to our country in the days of its conflict with its enemy.

The registration of aliens, the securing and furnishing of information to the various departments of our Government and to the volunteers and drafted men of the great Army and Navy that was so quickly organized, the time we devoted to organizing the various boards and committees which made our drives so successful that our State always went over the top, these and many more similar duties were performed without a thought that we should be compensated for except by the final victory of our country. Our Postmaster General rightly issued an order commanding us to stick to our posts of duty, sickness being the only reason leave of absence would be granted.

Later Congress passed a law providing that the salaries of postmasters should not be increased during the period of the war, and although other departmental employees of the Government received increases in salary and later, though our fellow employees in the Postal Service received additional compensation, our pay remained the same. For these reasons we feel that we are now entitled to additional consideration from you on the subjects we bring before you.

WAR-SAVINGS STAMPS.

Perhaps the greatest financial aid we did, and are still doing, our country was the promotion of interest in and the sale of thrift stamps and war-savings stamps. This is now in its third year before the public and evidently will be for some time. We have handled them so energetically that our Postmaster General was enabled to report to Congress in his last report that the Postal Department is credited with having disposed of the largest per cent of all war-savings stamps sold. We are not only required to continue the handling of these stamps without compensation to ourselves, but we are responsible under our bonds to the United States for their safe handling without loss to the Government. Also, since Congress passed the law requiring the handling of internal-revenue stamps, we are handling them for the convenience of our patrons and the welfare of our Government without compensation to ourselves or credit to our sales. We especially feel that where we are required to handle additional stamps at possible loss to us we should receive additional compensation, this being in keeping with conservative business methods.

ASSISTANT POSTMASTERS.

Postmasters of the third class are required to have a bonded assistant who is appointed by the Post Office Department, yet there is no remuneration from the Postal Department for these assistant postmasters and the department does not consider them as employees of the Government, this in spite of the fact that the assistant postmasters are bonded to the United States and not to the postmasters to whom they are assigned.

CLERK-HIRE ALLOWANCE.

Before the United States entered the World War the allowance for clerk hire in third-class post offices was so inadequate as to make it impossible to secure or retain efficient help to maintain the Postal Service up to a good business standard. Third-class post offices have merely been, in a great many cases, clearing houses for inexperienced clerks, training them in business methods only to lose them to some privately owned concern who were glad to give them higher wages than allowed by the Postal Department. During and since the war this trouble has grown very serious.

RENT, LIGHT, AND FUEL ALLOWANCE.

In many cases the allowance by the Post Office Department is not sufficient to meet the bills for these items, and postmasters are required to pay the deficit out of their personal funds, and we sincerely hope Congress will see fit to pass laws appropriating sufficient funds to pay the entire amount thus expended.

EQUIPMENT.

Postmasters of the third class are generally required to own box fixtures sufficient to meet the demands of their locality. These boxes are rented to the public at a price set by the Postal Laws and Regulations and the rental thus collected turns over into the postal funds and this goes to the Government. The only possible benefit the postmaster receives from this investment is that sometimes this postal fund increases his sales to such extent as to add an increase to his salary. This does not hold in all instances, however, and the postmaster is many times thus required to furnish equipment for which he receives no direct benefit.

In some instances postmasters of the third class do central accounting work. As this throws a great deal of added responsibility and labor on them we feel that they should receive added salary for this work and suggest they be allowed \$5 per month for each district accounting post office reporting through their office.

The foregoing statements are made after reading the letters from 115 third-class postmasters in Nebraska and attending the hearing of your commission in Kansas City, Mo.

To better these conditions we offer the following suggestions which we believe will, if adopted, be fair to the postmasters, the employees in third-class post offices and the people of the United States:

First. The adoption of the following rates of salary schedule:

POSTAL SALARIES.

2019

THIRD-CLASS POSTMASTERS.

That postmasters at third-class offices shall be paid salaries in accordance with the following schedule:

Receipts:	Salary.
\$1,900 to \$2,100.....	\$1, 650
\$2,100 to \$2,400.....	1, 800
\$2,400 to \$2,700.....	1, 950
\$2,700 to \$3,000.....	2, 100
\$3,000 to \$3,500.....	2, 250
\$3,500 to \$4,200.....	2, 400
\$4,200 to \$5,000.....	2, 550
\$5,000 to \$6,000.....	2, 700
\$6,000 to \$7,000.....	2, 850
\$7,500 to \$8,000.....	3, 000

THIRD-CLASS CLERK-HIRE ALLOWANCE.

2. That third-class postmasters shall be granted allowances for clerk hire according the following schedule:

Postmaster's salary:	Allowance.
\$1,650.....	\$600
\$1,800.....	700
\$1,950.....	800
\$2,100.....	900
\$2,250.....	1, 000
\$2,400.....	1, 100
\$2,550.....	1, 200
\$2,750.....	1, 300
\$2,850.....	1, 400
\$3,000.....	1, 500

Second. The placing of all postmasters of the third class now in office under the classified civil service.

Third. The placing of all assistant postmasters and clerks in third-class post offices under the classified civil service the same as employees in first and second class post offices are now placed, assistant postmaster's appointment to be approved by postmaster.

Fourth. The furnishing of all necessary fixtures by the Government and appropriations made sufficient to pay all the rent, light, and fuel expenditures.

Fifth. The granting of 30 days' leave of absence with pay to postmasters of the third class.

Respectfully submitted.

J. W. RAGAN,
Postmaster, Utica, Nebr.

J. B. McDONALD,
Postmaster, Pierce, Nebr.

M. T. KILMER,
Postmaster, Western, Nebr.

FOURTH-CLASS POSTMASTERS.

Mr. BELL. The next to be heard are the postmasters of the fourth class. The first speaker is Mr. B. W. Thomas, of Amber, Okla.

STATEMENT OF MR. B. W. THOMAS, POSTMASTER, AMBER, OKLA.

Mr. THOMAS. Mr. Chairman and gentlemen, I have been made to wonder at the speakers who have preceded me among the clerks, the carriers, and even the third-class postmasters. They tell you that they can not live on a salary of \$1,600 to \$2,400 a year. I ask you how the Government expects us to exist on from one-third to one-

fourth of that amount? If they can not live on it, how can we exist on from one-third to one-fourth of what they get?

As to our work, there is no fourth-class postmaster whose gross receipts run as high as \$800 a year but what does as much work, actual work in the service, as most any clerk in a first or second class office. And for equipment, all that the Government furnishes us is our commission and a pair of scales. That is all. We have to furnish everything else.

Now, I have some comparisons which I have made between the postmasters' salaries and the salaries of our rural carriers. I don't say that our rural carriers are getting too much money; I don't want to leave that impression, but they are closer to us than anyone else, and therefore I use their salary as a comparison to ours.

Now, gentlemen, I am not going to give you anything but facts, and any statement that I may make as to the working conditions of fourth-class postmasters I can and will be glad to substantiate.

I have here before me hundreds of letters from fourth-class postmasters telling me their troubles, and if time would permit I would like to place them all before you. [NOTE.—These letters are on file with the commission.]

There is one thing that I wish to call your attention to, and that is the tone of these letters. There are no harsh words, no threats against our Government; it is rather the pleading of thousands of men and women who have borne a burden which day by day and month by month and year by year has gradually grown heavier until it is almost beyond belief that such conditions exist in our Government, the richest, the grandest, and the most beloved Nation in the world.

Right here I wish to say something which is not appreciated by our lawmakers, and that is that the duties of fourth-class postmasters are more arduous than the duties of postmasters of any other class. The fourth-class postmaster must not only be an expert in the handling and the distributing of mail, but must be an expert in bookkeeping and accounting. Remember they have no clerks nor assistants to share their responsibilities; they are not only responsible for the conduct in handling their office, but they are responsible for their rural carriers. There is scarcely a man in their whole territory that they do not know on sight.

The community in which the fourth-class postmaster serves expects him not only to keep posted on all postal laws, but on every branch of the Government service. In other words, the postmaster is supposed to be a walking encyclopedia and run a public information bureau. They must be on duty personally from 12 to 16 hours a day. There is no class of laborers, in the Government service or out, who put in anything like as long hours as the fourth-class postmasters. We are not only expected to work for the Postal Department, but the War Department, the Navy Department, the Agricultural Department, the Internal Revenue Department, and with each request for our service there is a notice that this work is expected to be done without expense to the Government.

During the war we filled out questionnaires for our young men, sold Liberty bonds, baby bonds, registered enemy aliens, and took the lead in all war work, and were only glad that we were in a position to help our country.

Gentlemen, I want to ask you again why that one word "why" appears in every appeal from the fourth-class postmasters; why is the clause "except fourth-class postmasters" inserted in every bill which is intended to benefit postal employees? Why is it when all other classes of postal employees received a substantial increase in pay, we received an increase from 15 to 30 cents per day? That is including the last 15 per cent.

Why is it we are compelled to work from 12 to 16 hours per day when the Government recognizes eight hours as a day's work. Why do we alone of all Government employees have to furnish our own building at a cost of from \$75 to \$150 a year in which to conduct business for our Government? Why do we alone of all the Government employees have to furnish our own equipment at a cost of from \$150 to \$500? Why is it we have to furnish our own fuel and light at a cost of from \$40 to \$75 a year? Why is it we have to furnish our rural carriers their quarters, fuel, and light and do their janitor work for them free? Why do we have to work on Sundays and holidays? Why are we not allowed vacations the same as other postal employees? Why do we labor from 12 to 16 hours per day for from one-fourth to one-half the salary that our rural carriers get for from three to six hours' work? Why are we forced to deny our wives and children the real necessities of life, to say nothing of the little luxuries which are dear to them? Why, when we sold millions of dollars worth of baby bonds, we could not buy one of our own? Why are we compelled to take our children out of school and put them to work so that they may contribute their mite to the support of the family? Why do we have to take our wives away from their homes and turn our little ones into the street while we are off at work at something else to make enough to pay our grocery bills? Why have we been forced to drop our insurance which we hoped would protect our loved ones after we had dispatched our last mail? Why are our wives and children not able to dress as our neighbors? Why are we humiliated and embarrassed?

Listen, and I will give you the answer that has come to me from a thousand fourth-class postmasters: Congress does not understand. Not one has expressed a doubt that if Congress understood we would get all that we asked for.

Now, gentlemen, it is through you that we hope to make the Congress understand. Gentlemen, you all know that a fourth-class post office pays from nothing to \$1,000 a year. My office is about halfway between these figures, paying around \$600. I have invested in building and fixtures \$800, which at 10 per cent would be \$80; fuel last year, \$53; brooms, buckets, and basins, \$10. That left me a salary of \$457 to support a family of six; \$38.08½ a month; \$1.26 a day of 12 hours, or 10½ cents an hour. I sold \$10,000 worth of baby bonds, helped secure subscriptions to \$33,000; I took an active part in all war work besides the regular duties of my office. In the last two years it has cost me to live \$1,200 more than my office paid, and this was for the bare necessities of life. I haven't bought a suit of clothes in two years, and my wife hasn't had a suit in two years. I was forced to take our oldest son, a boy of 17, out of high school. He went to work on the railroad section. My wife was forced to take charge of the office and neglect our home and our two little ones while I was off at work at something else.

I bought a Liberty bond and, after making the first payment, lost it. Winter is here and everything is higher this year than last, and I ask you, in the name of humanity, what are we to do? Gentlemen, I want to say to you that there are thousands of cases just like my own.

What we ask of Congress is just, and that is why every one of us believes that when Congress understands they will give us what we ask for.

At our State convention, held in Oklahoma City September 16 and 17, 1919, we indorsed the National League salary plan for the third and fourth class postmasters. That was adopted at their meeting in the city of Washington in July, 1919. Now, gentlemen, this salary will not afford us any of the luxuries of life; it is based on normal conditions; it is not based on the present high cost of living, but it will enable us to pay our grocery bills, and we urge you to make a favorable report on it to Congress, and we ask that you go further and recommend that it date back to July 1, 1918, so as to enable us to pay our back bills and make a new start in life.

We ask further that we be allowed an annual leave of absence with pay, the same as other postal employees.

That a definite number of hours shall constitute a day's work for the fourth-class postmasters, and that they be allowed 40 minutes off for lunch, extra pay for holidays and Sundays.

That rural carriers shall do their own janitor work. We don't kick at furnishing them their quarters and their fuel and light, but when we have to go around in the morning and sweep up and dust their quarters and get it in shape for them, we don't feel that it is just for us to have to do it. And we have no janitor; we have that work to do personally. My wife to-day is doing that work at home while I am away.

That we be recognized by Congress as postal employees.

Here are some suggestions. That the fourth-class post offices be separated into two classes. Class A should comprise all offices where their gross receipts exceed \$800; Class B should comprise all offices where their gross receipts do not exceed \$800. Postmasters at class B offices should receive as pay a sum equal to the gross receipts of their office and should be allowed to conduct the office in connection with some other business if they so desire; but if the office is conducted in a building used for post office only, they should be allowed a reasonable sum for rent, fuel, and light.

Postmasters at class A offices should be required to furnish a suitable building, with adequate quarters and fixtures, and be required to give their full time to the office, and they should receive the same privileges and pay as a rural carrier on a standard route. We do not feel that that is any too much to ask.

There is an idea prevalent that the postmaster of the fourth class doesn't have anything much to do; there is an idea prevalent that his office, in connection with some other business, is a drawing card. We ask you to separate them. There is no man that wants to fool with the office in connection with any other business. It is not a drawing card, and when the gross receipts of an office reach \$800, a man to give efficient work can't divide his attention with any other work. It takes his entire attention.

Rural carriers in the fourth-class office should be under the direct supervision of the Postal Department, making all reports direct and receiving their instructions direct from the department. They should also be required to keep their quarters swept, dusted, and in a sanitary condition. It is not fair to make a postmaster act as janitor for his carriers; it is not right to make a man who is paid only \$40 a month responsible for a man who gets \$150.

These changes would relieve the tension between fourth-class postmasters and their carriers; I am sure it would result in more efficient work and a more congenial feeling between employees.

Mr. BELL. Is your post office located on a railroad?

Mr. THOMAS. Yes, sir.

Mr. BELL. How many rural carriers have you?

Mr. THOMAS. Two. I would like to read several of these letters, but I can not. I just want to read a sketch of this. It is from a lady. She has been in the post office for six months. She says:

It takes all my income to pay my expenses. Unless I am paid a living salary I will be compelled to quit the work, for I have to borrow money from the bank to live on. I have only held the office for six months and have lived on borrowed money the entire time.

Now, I have dozens of these letters where men say that they are just waiting for this report. If it is not favorable to us, there will be wholesale resignations going into Washington. Now, we ask you to do this: Either give us what we ask for, or don't give us anything. Don't keep us in suspense. If we don't get anything, we will know what to do; if we are allowed what we ask, then we will be glad to stay in the service.

Mr. BELL. The next speaker is Mr. R. L. Marsh of Excello, Mo.

STATEMENT OF MR. R. L. MARSH, POSTMASTER, EXCELLO, MO.

Mr. MARSH. I just want to touch on a few points that Mr. Thomas did not dwell on.

First and foremost, we want to impress upon you the length of time it has been since this system of paying postmasters was established. It has been since 1883, 36 years ago, and we want you to remember when you come to make this bill, to give us consideration, and to remember that in all that 36 years these clerks, carriers, and other branches of the service, have been, year after year, getting increases in pay, while we have been sitting on the sidetrack getting nothing, except here just recently we got a very small increase.

Now, as a little comparison, I can remember 16 years ago, the rural carriers—now pardon me right here in reference to rural carriers, as brother Thomas said, the reason we make a comparison with the rural carrier is because he is the only Government employee we have working right next to us—because I consider the rural carriers are being discriminated against just the same as the fourth-class postmaster is—16 years ago the rural carriers were getting \$600 a year. I have a cousin who was in the service at that time. Now, he is getting \$1,724 a year, while a post office of the same size, the same gross receipts, is only paying \$10 a month more than it

did 16 years ago, to say nothing about 36 years ago. Ten years ago the entrance grade of clerks and carriers in second-class offices was \$600 a year; to-day it is \$1,400. So you can see the increase that they have received while we have only got \$8 to \$10 a month—something like that—and that has only been in the last year or two.

Now another point I want to make is on the revenue proposition. It has always been urged, whenever fourth-class postmasters would make any plea for an increase in salary, that the revenues of these small offices did not justify the expenditure. Now I want to say that there is more of this revenue—just as one of the third-class men, I believe, said, there is more of this revenue that is credited to these city offices than is due to the smaller offices than you would imagine. Take in the city of St. Louis, the gross receipts of that office are \$6,000,000, I believe, a year. The postmaster is paid \$8,000. In Chicago I believe it is something like \$30,000,000, and the postmaster is paid the same salary. The postmasters in Chicago and these larger offices are asking you to increase their salary because of these large receipts. Well now, I want you to notice just for a minute where this revenue comes from in a post office like Chicago. If it was not for the mail order business in these cities, where would their revenue be? A man comes into my office and he wants to send to Sears Roebuck, or Montgomery Ward, or some of these mail order houses, for an order of goods. He says: "Well, what will the postage be to return this shipment?" I will tell him what the postage is, 25 or 50 cents, whatever it is. "Well," he says, "I want to add that to this money order." He adds that to the money order for Sears Roebuck, Montgomery Ward or whoever it may be who buys the stamps and puts it on the package and sends it back here. That farmer, my patron is the man who produced the revenue, but the Chicago man gets the benefit of it. Just because we are out here in the country we don't need anything; we don't produce any revenue, yet it was that man's money that did this. If it wasn't for the revenue of these mail order houses, these city offices would not have the revenue they now have.

Now, about quarters and equipment, and so on, I just want to give one little illustration that happened to me here a short time ago. One day I was sitting in my post office, which is a humble little office, working hard, the window open. Directly I saw a large high-powered automobile coming down the way, and just about the time it got opposite my office, or a little before, they happened to notice the post office sign up here. The woman touched the man, and the boy says, "Look there, post office, post office," and they all began to laugh, and one of them said, "It looks more like a coal shed to me." Now that is the kind of post office that the country people have to put up with, but they can have their palace post offices in the cities.

Mr. BELL. You have two more minutes, Mr. Marsh, during which time I would like to ask you a question or two.

Your post office is located on a railroad?

Mr. MARSH. Yes, sir.

Mr. BELL. How many rural carriers have you?

Mr. MARSH. One, and one star carrier.

Mr. BELL. How much is your total compensation?

Mr. MARSH. About \$500 per year, counting the latest increase.

Mr. BELL. Do you do all the work of the post office? Are you able to?

Mr. MARSH. I do it all except at mail times. When the heavy morning mails come in, my sister, who is the assistant postmaster, comes to the office and helps me then.

Mr. BELL. Of course you feel obligated and do pay her?

Mr. MARSH. Yes, sir.

Mr. BELL. How much do you pay?

Mr. MARSH. \$10 a month.

Mr. BELL. Of course that comes out of your compensation?

Mr. MARSH. Yes, sir.

Mr. BELL. Now, is your office connected with a store in anyway?

Mr. MARSH. No, sir; it is in my residence.

Mr. BELL. Is that your building?

Mr. MARSH. Yes, sir.

Mr. BELL. How much could you rent that building for, for any other purpose?

Mr. MARSH. That is just what I was going to say. I was offered \$5 a month less than two months ago.

Mr. BELL. Sixty dollars a year?

Mr. MARSH. Yes; and that did not include any furnishings, fuel, or anything.

Mr. BELL. You furnish all that?

Mr. MARSH. Yes, sir.

Mr. BELL. Your total compensation is what?

Mr. MARSH. Five hundred dollars.

Mr. BELL. Then if you deduct the rent alone, it would be only \$440.

Mr. MARSH. Yes, sir.

Mr. BELL. Sixty dollars off. And you pay your sister \$10 a month?

Mr. MARSH. Yes, sir.

Mr. BELL. That is \$120 to come off from the \$440?

Mr. MARSH. Yes, sir.

Mr. BELL. Are you able to do anything else outside?

Mr. MARSH. There have been times when I have let my sister go in there and I would go out and do something else through the middle of the day, and then come in and work till 10 or 12 at night getting my books up in order to make a little on the side. I work about 14 hours a day there in the post office. If I had an 8-hour day I would be busy every minute of the time in that 8-hour day.

Mr. BELL. That is all the questions I want to ask you. We are much obliged to you for your statement.

Mr. Marsh submitted the following brief:

BRIEF SUBMITTED BY MR. ROLLA L. MARSH ON BEHALF OF THE FOURTH-CLASS POSTMASTERS OF MACON COUNTY, MO.

I wish to make a statement in behalf of the poorest paid of all Government employees, the fourth-class postmaster. You have been listening to-day to the appeals of the different classes of postal employees who are now receiving from \$1,400 per year and upward, urging you to give them more money for their services, claiming they can not live on the salary now received. They are right in their statement that they are far underpaid in comparison with other lines of employment in private industry, but, my dear sirs, if these men can not live on the salary of \$1,500 how in the name of justice are we to live on \$500 or less. It is the opinion of most men who do not come in contact with the fourth-class post office that there is not much to do and that it is always conducted in connection with some other business. This is an absolute mis-

apprehension. It is only in the very small post offices, those of less than \$500 receipts, that any other business can be conducted and give service to the patrons. There are hundreds of post offices that are now conducted in connection with other business that absolutely should not be; they can not give proper service to their patrons. And it is unjust to force these farmers and country people to put up with such services, and unjust to the postmaster to expect them to give service on a salary that scarcely pays the rent and fuel bill. Some weeks ago I was sitting at my window working hard on my account when I saw a fine high-power automobile coming down the street. I could see that it was from the city, and just as it got opposite my office the lady noticed the post-office sign and called the attention of her party to it, and with a laugh said, "It looks more like a coal shed than a post office to me." It made me so mad I could have cried. This, my dear sirs, is the kind of post office the country people have to put up with, and the Government doesn't even furnish that. I could rent those quarters for \$60 per year without furnishings, and the fuel alone cost me \$40, that makes \$100 per year alone for rent and fuel for a building that is laughed at by the idle rich as a coal shed. They can have their fine palace for a post office but the farmer, the backbone of the Nation, has to put up with just anything that the poor postmaster can furnish him. Am I to blame? I get a total compensation of about \$500 per year and am furnishing for rent and fuel alone 20 per cent of my salary and then it is a building that is not fit for a post office. If I should furnish a building that would be considered decent in the city it would cost me more than I am getting for the work. Now it is always given as an excuse that the revenues of the small rural post offices do not justify any better conditions. Let us see if it does or not. In the city of Chicago, for instance, the revenues of that post office is about \$30,000 per year. Now, did you ever stop to think where this money came from? If it were not for the mail-order business in Chicago what would the revenue be, and where does this revenue from the mail-order houses come from? A man comes into my office and wants a money order for so much to Sears, Roebuck, Montgomery, Ward, or some other house and asks me about how much postage it will take to return his parcel. I look up the charges and give it to him and he adds that amount to his money order. The mail-order house buys the stamps from the Chicago post office, and the Chicago post office gets the credit and has a fine building furnished them, and high-salaried men to run it, while the old farmer who furnished the revenue has to get his mail in a coal shed or anything that is given him.

And then again if the revenue proposition were always to apply, why not put rural carriers and others on the same basis? What would a rural carrier get if he got all the revenue that his route produced? The average rural route of standard length produces about \$150 per year in revenue and the carrier gets \$1,700. How many routes could a fourth-class office sustain and still be a fourth class? Suppose there were 10 standard routes, that would be \$1,500 per year that these 10 routes would produce, and it takes \$1,900 receipts before the office could be made third class, so that would leave \$400 for your town to produce. These 10 carriers would draw in one year \$17,000 in salary, while the postmaster draws \$1,000, and the postmaster would have to be boss over these 10 carriers and take the responsibility for them and furnish them with quarters and a fire to warm by and put in 14 hours per day work while the carrier put in about 3 or 4, and a post office of this size it not only would be impossible to conduct any other business, but he would have to have help, and to get this help he would have to dig up part of the thousand dollars that was left after the rent and fuel bill was paid, so he would be lucky if he had \$500 left to live on at the end of the year. They talk about the time a fourth-class postmaster has for attending to other business. I want to say that most any other employee in the Postal Service has more time to conduct other business than the postmaster. The clerks and carriers in the large post office work eight hours at the post office then have left six or eight hours to conduct other business, and then the rural carrier during the summer months can use a car, finish his day's work at the post office at about 10 o'clock, and has the remainder of the day to run his farm or other business; but I, as fourth-class postmaster, must be on the job for 14 hours per day, and there is only about 2 hours during this time that I can find time to sit down and read the paper, and this is not much pleasure, for I must jump up every few minutes and wait on some one at the window. There is no justification whatever in paying a rural carrier at an office that is large enough to have a carrier more money than his supervisor, the postmaster, and there is no justification whatever in paying a clerk or carrier at an office of the first or second class more money than a fourth-class postmaster who puts in eight hours per day.

Let me impress on your mind the length of time it has been since the postmaster has had a raise in compensation. It has been just 36 years since they received any change in their compensation, except a very small temporary increase during the present war; and during all this time all clerks, carriers, and other employees have been getting an increase most every year. Ten years ago clerks and carriers in first

and second class offices began work at a salary of \$600 per year; now the beginner is getting \$1,400. Fifteen years ago the rural carriers were getting \$600 per year; now they are getting \$1,700. During and since the present war my rural carrier has had his salary increased \$524, while I have only got \$144, this notwithstanding the fact that we were 30 years and more behind the times when the war began. I make this comparison with the rural carrier only because he is so closely associated with us. The contrast is just as great when compared with city clerks and carriers.

From 1883 up to the beginning of the late war the cost of living had increased fully 100 per cent, and now since the beginning of the war it has again increased fully another 100 per cent, and during this time the fourth-class postmaster has had his salary raised about 20 per cent.

I recommend that at all post offices with gross receipts of as much as \$500 per year be paid a salary equal to a clerk in a second-class post office and that the department furnish him with building and fixtures, heat, etc.; that he be placed on an equal footing with these clerks in all matters. At offices with smaller receipts than this I recommend that he be allowed to conduct other business in connection with his office, but not of such a nature that he will be induced to neglect his office for the business, and that he be paid for his services a just sum in consideration of the time he puts in at the post-office work, and that he be given an allowance for rent and fuel, a sufficient amount to provide these necessities at the prevailing cost.

At an office of as much as \$500 per year it is absolutely impossible for a postmaster to conduct any other business in connection and do justice to his patrons and to his subordinates who work under him.

Mr. BELL. The next speaker is Miss C. L. Kennedy, of San Jon, N. Mex.

STATEMENT OF MISS C. L. KENNEDY, POSTMISTRESS, SAN JON, N. MEX.

Miss KENNEDY. Mr. Chairman, I appear in behalf of the 532 fourth-class postmasters of the "Sunshine State"—New Mexico.
[Reading:]

The post offices in our State number 586. Of this total, 532 are fourth class, 35 are third class, 17 are second class, and 2 are first class.

Basing my calculations on about 100 full reports and letters received from the fourth-class postmasters of my State, as their State secretary of the National League of Postmasters, I find 2 offices, with a salary of \$900 per year, with an average of 13 hours' daily service, conduct no other business, employ a member of the family as clerk, which makes the salary \$1.25 per day. I find 9 offices with an average salary of \$500 per year, or \$1.37 per day. Some of these employ a clerk occasionally, generally a member of the family; some own the building in which the post office is conducted, some do not. A few conduct other business with the office. A \$500 office provides too much work to conduct any other line of business successfully, without a clerk. The half of \$1.37 per day will hardly provide chicken for two. I find 17 with an average of \$250 per year, or \$0.68 per day; 6 with an average of \$150 per year, or \$0.41 per day; 7 with an average of \$50 per year, or \$0.14 per day. These conduct some other business with their office. Some own the building; some do not.

The majority of these offices have from \$200 to \$500 invested in post office furniture and fixtures, the rent of which is a part of the above compensation. That is one thing that seems peculiar to me. If I should rent a part of my building to a jeweler or to a milliner, I would not be asked to count this rent as a part of my compensation. I purchased post-office fixtures with which to conduct my business, and rent the boxes to the public, and this rent must be counted as part of my compensation. Why?

The average time spent in these offices by the postmaster or his clerk is 11 hours per day.

The average amount paid for fuel, rent, and light is \$120 per year.

Out of a report of about 90, about one-third, or 30, own the building in which the post office is located, and about one-half of this number consider the rental value of their building over \$200 per year: 30 of this number conduct other business with their office, and the majority declare that the post office does not bring additional trade to their store and would be glad to dispose of the store or other line of business if the postal salary was sufficiently remunerative to supply the necessities of life for themselves and their families. Patrons are better satisfied where the post office is conducted separate from other lines of business. Every one enjoys the privilege of

privacy and independence in conducting his own business. A patron dislikes to enter a man's storeroom and send a money order for goods, even though the merchant may not have that article on hand. On the other hand, suppose I am selling ladies hats; just as I am about to close the sale of a hat, someone arrives on the scene who desires to purchase a money order. I must stop selling the \$5 or \$10 hat and sell a 3-cent money order, and in the meantime my hat customer may pass out and purchase her hat at the next store; and so you see both patron and postmaster are dissatisfied with the side-line business.

The majority of fourth-class postmasters are compelled to employ a clerk not regularly, but at odd times, from once a week to once a year. Wherever possible the clerk is a member of the family. For a competent outsider will not work for a small wage. There are certain things in a post office that are constantly changing. For instance, my clerk knew just where to place the mail for my 650 patrons, whether it was route A, route 1, post-office box, or general delivery. But this quarter some have moved away, some have rented boxes, some have moved from one route to the other, so the clerk must learn these changes too. And if she is to take full charge of the office she must follow the general routine of duties, changing and recording date, placing supplies and "dinero" in convenient and safe place. She must be able to register letters; insure parcels; write money orders and New York drafts; sell ordinary stamps, stamped paper, war-savings stamps, and thrift stamps; cash war-savings stamps and money orders; make remittances of surplus money; dispatch, receive and distribute the mail to lock boxes, general delivery, route A and route 1; and there may be a John Smith or Juan Montoya for each, or it may be addressed to the "old soldier who drives an old gray mule." The clerk must have a fair working knowledge of 400 pages of the P. L. & R., so that she can tell whether the mail presented by patrons for mailing is first, second, third, or fourth class, and the rates for same, whether it is mailable or unmailable. She must know what to do with "postage dues," and C. O. D.'s; missent and undeliverable mail; and she must be ever ready to wait on the public in an efficient manner. How many can you get to do that for \$0.50 per day or \$1.50 per day, or even \$2.50 per day for irregular employment. But whatever we pay our clerk, it must be taken from our own salary; for we have no allowance for clerk hire.

We favor the national league salary plan adopted by executive committee in Washington, D. C., July 26 and 27, 1919, which was based on gross receipts under normal conditions.

I wish to call attention to the fourth-class central accounting offices. The added duties which the central accounting postmaster in the fourth-class office must assume, without additional pay, are: Auditing of the quarterly reports of all the district post offices in his county (15 to 40), also filling their requisitions for stamped paper, ordinary stamps and war-savings stamps, cashing war-savings stamps, and daily correspondence with the district postmasters. The central post office must carry additional stock in order to be able to fill requisitions of district offices. This also calls for increased protection facilities for valuable stock. This additional work takes several hours each day. The postmaster at Farmington gives four and a half hours as the average time per day. He, like a number of others, declares that the hard work and long hours and lack of time for the social side of life make him feel that this kind of a wheelbarrow life is not worth while.

The heads of the Postal Department want intelligent economy practiced and the highest standard of efficiency maintained. Not only does the Postal Department desire this, but the public demands it. How can I keep physically fit if I do not have time for recreation? We should have shorter hours, so that we can have our evenings for rest, recreation, study, or play, for all work might make some of us cranky old bachelor girls (make other folks feel that it wouldn't be hard to live without us). About one-sixth of my reports are from female postmasters. And as many postmasters are resigning for positions with better pay, it might be difficult to find suitable material to fill even one-sixth of the offices.

The question has been asked, "Why did we seek these offices?" In my own case, I sought the office because I enjoyed the postal work and because I desired employment which would enable me to care for the interests and physical well-being of my aged father and mother, 84 and 78 years, respectively. On account of increased postal business and an addition of two rural routes I was compelled to seek a more commodious apartment. There not being a suitable location for rent, I was compelled to erect a building or give up my position. I would have been financially compelled to give up the position if I could not have depended on my father's income. And would not now be able to hold the position if it were not for the same income. Counting post-office rent, \$120; living apartments, \$120; fuel and light, \$20; food, \$130; clothing, \$70.05; educational, \$22.50; church, \$17; patriotic, \$75; taxes, \$20; house insurance,

\$21.80; life insurance, \$53; house repair, \$100; license, medicine, and incidentals, \$50; interest on borrowed money, \$72, made my total expense account for the year \$891.35. My salary was \$644.32 for the year. As I own the building, I did not have the rent to pay. My father paid the grocery bill from his personal income. I was compelled to cash my bond and part of my war-savings stamps, and when I spent a month in the hospital I found it was a luxury to be paid for with borrowed money. Because of my mother's age and disability I need a housekeeper, but something saved is something earned, so I have augmented my salary by my mother and I doing the work of a housekeeper, which has saved about \$240. I have cleared about \$50 in millinery and toilet articles. And my brother has repaired my house at reduced wages and small payments. I must practice strict economy in order to make a presentable appearance in my workshop, therefore we must do our own sewing, washing, and ironing, thus often the workday lengthens into 18 and 19 hours. And I find a large number of postmasters leading the same strenuous life. When the strength and health become impaired, it will be difficult to perform the postal duties in an efficient manner.

The fourth-class postmaster has entire supervision of about 15 divisions, comprising about 45 duties, about 30 of which are daily. The janitor division, duties preparatory to opening the office for business, typing the dating stamps and recording date, replenishing supplies and arranging in convenient and safe location, examining window box for mail deposited after office has closed, opening general-delivery and money-order windows for business; general-delivery division, inspection for letters to be returned or forwarded, notices of second, third, and fourth class mail held for return or forwarding postage, notices to publishers of undeliverable second-class matter; money-order division, issuing and cashing money orders and recording same; registry division, registering, delivering, and recording; insurance division, weighing, designating, and recording; special-delivery division, recording and delivering; sales division, selling ordinary stamps and stamped paper, war-savings, thrift, documentary, and proprietary stamps; supervision of rural route division, general conduct of carrier and performance of service; mail matter division, classifying and pouching, receiving, sorting, and distributing; correspondence division, Postal Department at Washington, D. C., inspectors and division superintendents; newspaper and periodical division, weighing and receipting; report division, weekly, monthly, quarterly, and yearly reports, invoicing and requisitioning stock; dead-letter division, advertising and reporting; war-savings division, selling, registering, and cashing; employment bureau division, correspondence for employer and employee. During the late war acknowledgment of draft questionnaires, which in some cases meant explaining the questions and writing their answers. Many of us realize that we are not holding the office for the compensation; but for various reasons, such as hard-earned dinero invested, climatic conditions, oil prospects, etc., we are still postmasters.

The Post Office Department, with its Nation-wide organization, 55,000 strong, 44,000 of which are fourth class, answered willingly to the call to aid all other departments in war work, handled an immense amount of Liberty loan literature, and sold 82 per cent of all savings stamps.

The Postal System is the arteries and blood vessels of business, connecting links that keep up life in buying, selling, promoting.

Is it anything for the postmaster to be acquainted with 5,000 to 6,000 facts contained in 1,700 sections of the Postal Laws and Regulations?

If the postmaster's time and interest must be divided with a side line in order to live, either poor service or a very much overworked and disheartened postmaster will be the result. Adequate mail service increases faith and confidence to the increased use of its facilities, resulting in greater receipts to the post office and revenue reverting to the Government.

I have two rural routes, one a triweekly route covering 36 miles, and the other a daily motor route covering 52 miles. I do not see that the carriers of these routes are overpaid. One puts in about one-fourth as much time as I do, the other puts in one-half as much time as I do. They are under \$500 bond, I am under \$1,000 bond. Their salaries have been increased in the past three years 50 to 60 per cent. They can clear \$100 per month above route expenses, which leaves them a salary in fair comparison with other salaries. They deserve it. So do I. Why should the head of an establishment receive less wage than those who work under him?

This is the way the postmaster at Lakewood expresses it: "I have \$275 invested in post-office furniture and fixtures, furnish a house that is reasonably worth \$240 per annum, lights, fuel, etc.; all for \$480 per year. I can not hang on much longer, unless I get some relief." I have received many similar expressions from postmasters in different parts of the State.

Any sort of accomplishment worth while requires mental alertness, a fair education, and average business ability. The fourth-class postmaster is the only Government employee in the country districts. He is a connecting link between the home and

the Government. If the salary is not adequate, how can we expect efficient employees for these positions? When I entered the post office, I held a first-grade teacher's certificate and drew a salary of \$450 for nine months' work. But teachers' salaries have advanced and the same qualifications call for \$900 for nine months' work. The railway agent at the average small town, receives a salary of 54 cents per hour for an eight-hour day, or \$4.32 per day. How does that compare with \$1.37 for a 10-hour day, the salary of the average fourth-class postmaster? Both are under \$1,000 bond. The railway agent is furnished a building in which to conduct the business, also living apartments and fuel. A section foreman receives \$100 per month and living apartments. A section hand receives \$85.25 per month for an eight-hour day. Farm laborers are receiving \$5 per day. A 16-year old boy receives \$65 and board per month.

The manner of computing the fourth-class postmaster's salary is the same as in 1883, with the exception of the 10 per cent and 20 per cent raises of last year and this year, which are temporary.

Mr. BELL. Thank you very much, Miss Kennedy, you have made a splendid statement.

The next speaker is Mr. C. H. Olderog, of Springfield, Nebr.

STATEMENT OF MR. C. H. OLDEROG, POSTMASTER, SPRINGFIELD, NEBR.

Mr. OLDEROG. Mr. Chairman, brother postmasters, a lot has been said about wages and working conditions, equipment, and other things under which the third and fourth-class postmasters are working, and I will not take much time because there are a lot of others waiting to speak, but I have a few points that I would like to impress on you, Mr. Chairman, and plead with you to take back to the committee and ask for your consideration and adoption.

The first is the national league plan of salary as it has been filed with the committee. The next is to put all postmasters of the third and fourth class and the clerks therein under the classified civil service.

The next, I think that the Government should furnish, standardize, and maintain all equipment in the office that the postmaster is required to have, such as safes and boxes and working tables, carrier tables, etc. He should also have a minimum salary. At present I think there is a maximum salary based upon the receipts of the office. I would suggest that you have a minimum instead, or along with the maximum, because I know of a case now where the postmaster should be receiving—under the postal laws and regulations he is entitled to \$300 clerk hire and is not getting one cent of it, because it says that the Postmaster General may pay not to exceed \$300 in this particular case, and as it is this postmaster has been unable to draw a cent of it.

Mr. BELL. Well, do you know why that is?

Mr. OLDEROG. No, sir.

Mr. BELL. There is a compensation allowed for clerk hire, as you say, and I don't know how it is in the district in which you live, but when I have a case of that kind I go down and get after the Fourth Assistant Postmaster General.

Mr. MARSH. They have to file an application and state in there the necessity for this clerk hire, as I understand it.

Mr. BELL. Well, the postmaster must call the attention of the department to the necessity of this, and I don't see why it hasn't been granted.

Mr. OLDEROG. This was taken up, I think, first with the Fourth Assistant—with one of the assistants—he was referred to the First Assistant Postmaster General, and the First Assistant Postmaster General told him that there was no fund available from the last appropriation for clerk hire.

Mr. BELL. Well, I know, too, that the appropriation does become exhausted, because it is paid from a lump-sum appropriation. Occasionally it becomes exhausted.

Mr. OLDEROG. Another thing I urge and plead that you consider will be a day of regular hours. Have a maximum day and all day Sunday close the office and do as little as possible on holidays. Do the work that is absolutely required and no more. Give us a 30-day vacation with pay. By that I mean not grant us a permit to leave the office, as I think is the case now—I have never taken that much time—but give us 30 days and put a competent clerk in our place. In nearly all commercial lines this is done. All the equipment is furnished that employee, and in nearly all the cases the employees are given an annual leave with pay. There is some one to take the work and be in charge, and I honestly plead with you, Mr. Commissioner, that you go back and consider these things, all these facts and figures that have been filed and recorded with you. I think you will find absolutely that everyone of them is a true and correct statement in their particular case.

Mr. BELL. The next speaker is Mr. J. F. Denton, South Mound, Kans. You are allotted three minutes, Mr. Denton.

STATEMENT OF MR. J. F. DENTON, POSTMASTER, SOUTH MOUND, KANS.

Mr. DENTON. That will be a plenty. Mr. Commissioner and fellow workers, I just wish to place a little more stress upon the proposition of rents for the fourth-class postmasters in a case where you have to have a building or floor space where it is sandwiched in with other business. I believe that the fourth-class postmaster in that respect should have rental or floor space rental, adequate support in the way of fuel and lights, and I would recommend or ask that you recommend that the Government furnish the entire equipment for the fourth-class postmasters.

POSTMASTERS (ALL CLASSES).

BRIEF SUBMITTED BY MR. CLARK COOPER, POSTMASTER, CANON CITY, COLO.

The Colorado Association of Postmasters through their executive committee beg leave to file the following brief for your consideration. The claims and arguments herein outlined are compiled from many letters from postmasters throughout the State and represent their reasons for asking increased compensation and allowance.

There are within the State of Colorado 8 offices of the first class, 38 of the second class, 94 of the third class, and 912 of the fourth class, making a total of 1,052.

In preparing this brief we have endeavored to weave into the various paragraphs the claims and grievances as presented by the members of our association, and the postmasters of the first, second, and third class who were advised of the action recommended by our executive committee in presenting our claims before your honorable commission. Of the replies received, while many were brief, others detailed matters of local conditions demanding long hours and arduous duties not materially affecting the receipts. Nearly every reply made reference to the high cost of living, and the

manifold Government activities that have been added to the Postal Service during the past six years.

The average postmaster has met the demands of the various Government departments with a commendable patriotism, and ambition to do the work well and to the satisfaction of the Post Office Department and the Federal activity that recognizes the efficient postal machinery to whom they were appealing for a nation-wide relief.

The classification of offices and adjustment of salaries of the first three classes having been in force since 1883, with very little change in the statute adopted at that early date, are now believed to be unjust in many instances, and while we have no plan to suggest, we urge your commission to give this matter very thorough investigation and we believe you will be able to arrange a plan of adjustment which will more fairly meet the complex conditions existing in different sections of the country. We believe some provision should be made to promptly meet unusual local conditions which frequently occur in this western country, when offices of the lower class experience a rapidly increasing business through the development of local industries and are overwhelmed with a volume of business without facilities or force sufficient to meet the demands of the service, or needs of the public.

When the great World War broke out, many offices found their revenues were greatly affected thereby. In communities where a great demand sprang up for the raw materials, or finished output of the local industries, the offices were soon called upon to perform an unusual increase in their duties, and until the law was passed withholding increased pay for postmasters during the war period, these offices were at the same time compensated for their extra duties. Those who experienced the boom after the country entered the conflict found themselves deprived of an increase, and in some instances after peace was proclaimed, these offices which had been so deprived found the local conditions falling to a low ebb and then were compelled to accept a decreased compensation. Notably of this class is the office at Leadville. A letter from the postmaster more fully setting forth his experience is embodied in this brief.

From the early establishment of the post office and continuing up to the present administration, postmasters were not prohibited from devoting a good part of their time and attention to other pursuits and commercial activities. The question of their compensation was not as vital then as now. When an official has all outside business and income cut off, the question of salary becomes one of serious importance.

We are not making any claim that this rule is not a just and proper one. It is a commendable step in the right direction and one which has put the post office more firmly in the front rank as a well managed and efficient institution. No postmaster can successfully keep the office up to date and efficient and free from extravagance and abuses, who is not in thorough and constant touch with its routine and practices. The public desire, and have a right to meet and transact business with the head of the office when they have matters in hand which are not handled through the several fixed departments. The department demands that postmasters devote at least eight hours per day to their offices. The average official has but little inclination to take up other activities after the varied routine of the day has wearied the mind and body, and is therefore reduced in income to that derived from his official salary.

Many postmasters are required by train schedule to have their offices open both early and late, and are without sufficient help to arrange office schedules which will permit them to complete their work within eight, ten and sometimes twelve hours. These are local conditions which the postmaster can not control, and usually he is the one who must meet the demands of the service and the public and serve the unusual hours, and as the unreasonable schedules do not affect the revenues, he has no means of compensation for the longer service.

The method of computing postmasters' salaries is one of record which you have before you and upon which it is not necessary for this paper to dwell. That it has its abuses is not questioned. It is no doubt a fact that no schedule based alone on receipts of the office, can be generally satisfactory. There are so many conditions which enter into the details of the office affecting the duties and routine of business that do not have a like bearing on the receipts, and can be classed as duties for which no proper compensation is allowed. The presidential offices within this State are, with two exceptions, those of the average class, the smaller first class, second, third, and fourth class. The claims and pleas of the larger first class offices of the country, are before your honorable commission and have our approval in the statements and claims therein set forth.

The position of postmaster in any community is a peculiar one, in so far as he is called upon to support and contribute to every public, semipublic, charitable, local and civic matter that comes up where subscriptions and donations are needed. He is considered in the same class with the public office holder, and every committee no matter what they represent, feel they have a right to ask and insist upon their demands.

It matters not that the issue may be one in which he has no interest or concern; he is a public official and is expected to give, or he will be branded as a "tight-wad" or a "slacker." He is almost always visited by a committee selected as the one that can get the most for the cause. Every postmaster has a desire to be represented in every commendable local enterprise, and to assist in supporting within a reasonable scope those issues which appeal to him. The public however, recognize him as available material to be worked for the cause they represent, and are generally free with comments if they feel they have not been favored with contributions as liberal as they anticipated. A postmaster can protect his force of employees by stating that soliciting is not permitted within the office, but the public are not willing to accept this as an excuse for the head of the office.

PARAGRAPHS FROM INDIVIDUAL LETTERS FROM POSTMASTERS.

"Under the present system salaries are based upon receipts of the office and do not represent in any way all the earning power or the time required from the postmaster. The increase asked through adjustment should reimburse him for the extra time and liability incurred in handling larger stocks of stamped paper and his responsibility for the office. Under the central accounting system we are compelled to carry in stock four or five times our former stock of stamped paper in order to supply district offices, thus increasing our liability without any recompense."

"I hope one of the matters that will be called to the attention of the joint commission is the compensation and clerk hire allowance at third class offices. Up to December 1, my clerk hire allowance was 12 cents per hour including money-order fees. On that date the allowance was increased \$200. I have to pay her \$70 per month, and had she gone into either bank two years ago, when she came to the post office, she would now be drawing \$90 per month. My two rural carriers now draw \$204 per month each, and under ordinary conditions work five hours daily, while I work 10 hours, furnish a clerk, a post-office building with fixtures, light and fuel, all for the same amount they receive, and I bear the responsibility of the office and force. The question of government-owned fixtures should be urged. The salary of a third-class postmaster should be sufficient to live on; this, he has not had for two or three years. G. C. Phillips, State secretary of North Carolina, may put it a little strong, but he certainly comes near the mark."

"This is a fourth-class office, also a central accounting office, having 13 district offices to supply and audit. We are only allowed \$300 clerk hire, and it keeps two of us working constantly. We have three star routes and three nights each week we are required to work until 9 o'clock. It is now 7 p. m., and the Denver train has just whistled in. After handling their mail we must take up the star-route mail for from 15 to 35 individual sacks on each route. There are three other offices in this county that equal this office in cancellation and have none of these additional duties. Their pay is equal to that we receive. They have mercantile business, but our duties demand all our time."

"This office is a central accounting office, having 17 district offices and 2 rural routes. Local conditions are such that my salary will drop \$100. I should receive something for the central accounting work, as it adds enormously to my duties and responsibilities."

"During the past five years the high cost of everything we purchased has advanced to such an extent that the dollars we receive have a purchasing power of only 50 cents. The producing public are receiving for their sales twice as many dollars as formerly, while postmasters are working for the same salaries they were receiving before these conditions developed."

"This office is in the third class. It supplies a star route on which there are 11 post offices. All the transit mail has to be weighed, and the labor in preparing the mail for delivery and receiving it for dispatch is more than can be accomplished on our allowance for clerk hire. Some consideration should be given to abnormal conditions as above stated. The volume of labor to be performed demands double the allowance for clerk hire now provided. At the present high cost of everything efficient clerks can not be retained on the allowances."

"It seems to me that Congress should give the presidential postmasters some special consideration, as all others in the Postal Service have been given some increases. Our labors and responsibilities have been greatly increased. The basis upon which our salaries are paid was fixed 36 years ago. When we came into the service 7 years ago, the salaries were not bad, but to-day they are out of proportion to all other lines requiring the same degree of ability and service."

An office of the third class urges that some allowance should be granted for central accounting work. This postmaster has 13 district offices under his supervision and

for two years has performed this additional work and added responsibility without any assistance or compensation.

"If third and fourth class postmasters are required to furnish their own fixtures, they should receive some rental from the Government. In my case I have \$300 invested in fixtures which will be a loss to me when my term expires. I believe the Government should provide fixtures and rent for all third-class offices and the larger offices of the fourth class. Salaries paid should at least equal those paid by private corporations for the same class of work and responsibility. Better men could then be obtained for the service. I am required to be on duty from 8 a. m. until 7 p. m. The allowance for clerk hire should be sufficient to allow a third-class postmaster to secure enough help to reduce his working hours to eight or nine hours per day with minimum or no Sunday hours. There is no chance for advancement in the service in a third-class office. In order to encourage efficiency, a third-class postmaster, when qualified, should be permitted to advance to larger offices."

"Under present conditions a second-class office must do a business of \$8,000 per annum, with an allowance for two clerks. The highest third-class office is allowed \$1,450 for clerk hire. This office is now second class and is allowed \$1,450 for an assistant postmaster and \$1,300 for finance clerk. Present indications are that the receipts will be short about 5 per cent, or \$400, of the requirements of a second-class office. Unless the laws are changed the assistant postmaster and clerk will be dropped and an allowance of only \$600 for clerk hire. This will be a reduction of 80 per cent of the salaries paid now. Good service can not be maintained with such wholesale reductions. One efficient clerk should be allowed each office of \$7,000 receipts. In addition to the local service, this office is a central accounting office for which no allowance has ever been made. Additional clerk hire should be granted to central accounting offices. This office is located in a mining town, which in summer is a tourist resort. The slump in receipts is due to mining conditions and not to the tourist trade. Unless some relief is granted the \$600 for clerk hire will be entirely inadequate when the tourist season opens."

LEADVILLE, COLO., December 22, 1919

CLARK COOPER,
Postmaster, Canon City, Colo.

DEAR MR. COOPER: In reply to your letter of the 20th instant, I am inclosing herewith a statement covering conditions now confronting postmasters, and especially at this office, for presentation to the commission.

First. During the war, as you well know, postmasters were called upon for all kinds of donations to the many war-measure drives, and it is putting it mild when I say that I contributed about one-third of my salary. I was fortunate enough to have a few dollars put away; otherwise, I would never have been able to give these contributions and support my family in the way they ought to be kept. As it is now, it keeps me guessing with the high cost of living that prevails throughout our country, to get by on the salary I am now receiving. As you are probably aware, postmasters have to keep up a good appearance and are always called upon for charitable donations that the general public know nothing of.

Second. I do not believe that the present method of adjusting postmasters' salaries gives them a square deal, especially in mining towns. All during the war, the Leadville mines were producing a large tonnage of manganese, chrome, tungsten, etc., at the request of the Government. During that time the salary of the Leadville postmaster was neither increased nor decreased. But on the sudden termination of the war, the mines that were producing these ores were closed down and the sales of stamps have diminished in this office, and I am one of the unfortunate ones that had my salary reduced \$100 instead of an increase, as it should have been, for the work in this post office is greater now than it has been in years gone by.

Third. As you probably are aware, the department is inaugurating a new system throughout the nation in establishing central accounting offices, picking the largest office in the county to do the central accounting work for the whole county. I have no complaint to make, nor have I made any, neither did I ask for additional help when I was only asked to perform the central accounting work of my own county. But the department in their judgment did not see fit to stop there; they recommended that I take over the central accounting business of Park County, which gave me 17 additional offices to look after without any additional help. They not only decreased my salary, but since I had to take another county, they thought it a wise thing to increase my bond, which reduced my salary also.

These matters you can explain to the committee and show them that the present method of adjusting postmasters' salaries in an office of this kind is not a just or fair one, when they insist on increasing your work and reducing your salary both at the

same time. I do not know of a postmaster in the State that worked harder during the war than I did, with the boys going to the Army and leaving me short of help. It was not unusual for me to go out on the street and deliver mail, come back and attend to one of the windows during the afternoon, and take care of my correspondence after night, when the dear public and eight-hour men were in their beds sound asleep. You are fully aware that Congress in their wisdom saw fit to pass a law whereby an eight-hour system was established for all employees, giving them overtime for Sundays and holidays, which I think is fair and right, but postmasters can work, and have to work until the work is all done, whether it takes them 8 hours or 16 hours. If this letter meets with your approval, you have my permission to read it to the commission at Kansas City.

Very truly, yours,

M. J. BRENNAN,
Postmaster, Leadville, Colo.

A great forward step was taken when fourth-class postmasters under a presidential order were covered within the civil-service, and thereafter appointments were made under rules promulgated by that body. Presidential offices were also later placed within the civil-service rules so far as executive authority could act in the matter. Prior to this action, postmasters were selected without regard to fitness or ability to devote their entire time to the duties of the office. Many of the appointees had other business interests demanding part or most of their time, and from which they derived a substantial income. The postmaster of to-day is an entirely different individual, devoting all his time to the office, and practically without income other than his salary.

In communities where a large foreign population reside, the post office appeals strongly as a safe place for investing funds, either in the postal-savings department or in war-savings stamps or treasury certificates. This system of placing money in Government securities appeals to the thrifty of all classes, and is increasing, and no doubt will continue to increase, adding largely to the labor and responsibilities of the postmasters as bankers, but not affecting the revenues of the office on which compensation is based.

The central accounting offices, which, in the majority of cases are the county-seat offices, are required to transact an endless amount of correspondence with district postmasters in addition to supplying these offices with stamp supplies, receive their moneys, and audit their reports. They are required to supply data and information, instruct postmasters on many occasions, interpret rules and orders, and many times communicate by telephone, or visit an office to accomplish what can not be done by communication. This system has undoubtedly relieved the department of as great a burden of accounting, correspondence, and shipping supplies, as it has added to the accounting offices throughout the country. The system is a splendid one and makes an advanced step in perfecting the postal system, but it should carry with it some means of compensating for the labor and responsibilities which are added to these offices.

The average postmaster and postal employee, like the average business man, feels better when business is good and conditions are on the upward trend. He does not hesitate to enter the arena of increased activities and interests. A holiday rush, such as we have just had, is a condition he approaches with ambition and zeal. The war stamp drives of the past, while they were the means of unusual activity in the post office and added greatly to the cares and responsibilities, they were conducted with a commendable enthusiasm and success. Every additional activity undertaken by the Postal Service has added its quota of extra clerical work and small expenditures which must be provided for by the head of the office. The suggestion "Without expense to the department." accompanies all the requests to devote time and attention to additional activities.

The efficiency of the postal machine of the Nation has been recognized by other departments, and as its organization reaches every highway and settlement in the land, it will no doubt be called upon to a greater extent in the future than in the past. Of the many activities which have been performed in the recent past, none have brought any compensation to the offices except the Army, Navy, and marine enlistments at the outbreak of the war. For a few months a commission was allowed for each recruit obtained, and while this service supplied a great many men and at much less cost to the service than the recruiting offices were called upon to meet when sending their force into the remote sections of the country, the compensation was soon cut off, and still the average postmaster continued performing this service without any compensation but with commendable patriotism.

Larger appropriations for telephones in second class and central accounting offices is an important necessity. Many postmasters have for years been required to provide

office telephones from their private funds. A central accounting postmaster must frequently communicate with his distant offices and be available for call from all offices. The importance of being in touch with the clerk and carrier force, mail messengers, star-route contractors, and the transportation lines, also for informing patrons of perishable articles, special deliveries beyond the limits of messenger service, and many other necessities demand that telephone service be maintained. It is purely for the benefit of the service and should be covered by an allowance.

Added duties and responsibilities should provide some means of compensation. The system of commissions and salaries dependent entirely upon cancellations and receipts for sales of stamped paper was no doubt proper when it was adopted, but the branching out of the service into many other activities has imposed many hours of labor for which no compensation has been provided.

We submit this as our brief on behalf of the postmasters of all classes of the State of Colorado, and commend it to your thoughtful consideration.

RURAL DELIVERY CARRIERS.

Mr. BELL. Those next to be heard are the rural carriers. The first on the list is Mr. K. A. Little, Kinsley, Kans.

STATEMENT OF MR. K. A. LITTLE, KINSLEY, KANS.

Mr. LITTLE. Mr. Commissioner and gentlemen, I just want to have a few words to say in regard to the motor carriers. I am representing the motor carriers, and I can't see the difference between a motor carrier and a rural carrier only by name and mileage, and I don't understand why two men out of the same office should have to furnish two cars and carry twice as much mail and get about \$38 to \$40 a mile; and another man out of the same office carry 24 miles and get \$70 a mile. Now, that happens at our office. We have the same to do. The only difference is in the name. All routes are carried by the motor carrier, everything in that country is carried by motor car. The same thing not only happens at our office but in every office -- at Dodge City and three or four different offices in our State.

I have a little piece here that the postmaster wrote me, giving his idea:

KINSLEY, KANS., January 5, 1920.

Joint Commission on Postal Salaries.

HONORABLE SIR: I wish to urge upon you the injustice of the present scale of pay for the motor-route carriers. In some instances motor-route carriers are only receiving half as much per mile as the rural carrier is receiving. This is certainly an injustice as it costs the motor-route man just as much per mile to run his car as it does the rural carrier to run his, and on top of this the motor-route carrier has a great deal more office work to do, must necessarily get out later in case of late trains, and in case of bad roads and weather must do about three days' work in one if he serves his route. One carrier out of this office serves a 62-mile route. This man receives the same pay as the man who serves a 50-mile route, and therefore is compelled to serve this extra 12 miles without 1 cent of pay for it. It seems to me that there is one and only one absolutely just way to pay carriers and that is by the mile served. I do not believe that any route should be over 50 miles, as that is all one man can handle the year round. I see no reason why a carrier should be so loaded down with miles that in bad weather he must work from 10 to 16 hours per day in order to serve his patrons.

Very respectfully,

B. F. TATUM, *Postmaster.*

Now, all of us motor carriers have to do one of two things -- we either have to have two cars or else we have to do a lot of hiring. I have two cars. I find it cheaper, because I do all of my own mechanical work. If I didn't, I couldn't exist.

The other man that he speaks of has one car, but he hires quite a bit. Now, on his route—he is a young fellow—he has 62 miles. Whenever he hires his route haulers it costs him \$12.40, and he does the work.

Mr. BELL. You mean a day?

Mr. LITTLE. \$12.40 for the trip. When I have my route hauled it costs me \$10.40.

Now, another thing is the service. It is terrible, bad service. You take, for instance, when the road is good I can make my route within 25 minutes of schedule time; that is, unless I have something very unusual in my money orders or something like that or an extraordinary parcel delivery. But, as a general rule, I can make it within 20 to 25 minutes of schedule time. Then there will come up a rain and the next day I won't make some of the boxes, the latter end of the route, within three hours of schedule time. I have been from 8.30 in the morning till 9.30 at night getting in off that route. That makes very bad service, and I don't understand—I can't understand—why they think that a man can carry 50 miles for \$40 a mile, and a man goes 24 and give him \$70 a mile. It looks to me like it is an injustice.

Now, that is about all I have to say, unless there are any questions you would like to ask in regard to it.

Mr. BELL. Well, I have no questions. I might say I see that the discrepancy between what the motor route carriers get and the standard-route carriers get disturbs you, and of course that is very natural, but there was at one time, not long ago, a disposition on the part of the Fourth Assistant Postmaster General to motorize all the routes throughout the country, and the Members of Congress protested against it, myself for one. The interests of the motor carriers from that time forward, those that were left, has really been overlooked. That, I think, there is no doubt of, and if the present number of motor routes is to be continued, then I think that the department and Members of Congress will see the justice of giving them a substantial increase. [Applause.]

Mr. LITTLE. My opinion on that you would probably like to know?

Mr. BELL. Yes.

Mr. LITTLE. I think it is very bad to continue them. The people are entitled to service, it seems to me. Service is what the people want, and it looks to me as though they are entitled to it, and we can not give them service on any 50-mile route on dirt roads. Now, my understanding of it when this motor route first came up was that Congress aimed for the Fourth Assistant Postmaster General to try out a few routes on roads that were practically all hard surfaced. That was my understanding. But, my goodness, when you talk about hard-surface roads I wish you would go around with me some day and see the hard surface that I have got.

Another thing, if this keeps up, the fellows are going to leave the service.

Mr. BELL. I would like to ask you one question. You would then say that motor routes are impracticable?

Mr. LITTLE. Yes, sir.

Mr. BELL. The next speaker is Mr. Dump, of Mora, Mo. You are allotted eight minutes.

STATEMENT OF MR. B. A. DUMP, MORA, MO.

Mr. DUMP. I will try and get through in less than that.

Inasmuch as the rural letter carriers of the United States have faithfully performed their duties as rural letter carriers during the long war, and since the close of same, with scarcely enough wages to keep themselves and families, not only carrying the mail on their routes, but aiding our Government in selling bonds, war saving and thrift stamps, soliciting for the Red Cross, etc., we, the rural letter carriers of the United States, believe we should be recognized by the Congress of the United States in our earnest appeal for relief at this time.

Allow me to make a statement right there, Mr. Chairman. A few months ago, when we filled out those questionnaires, that this commission sent out, the prices then and now are considerably different, and I would ask you gentlemen when you go to consider those questionnaires, the expense account in those questionnaires, that you add at least 20 per cent to the cost of everything—practically everything. I just wish to make that statement right along this line.

For the past few years, and it is growing worse day by day, we have received much less than a just compensation. The rural letter carriers have never received the pay they should have received and consequently practically 90 per cent of the carriers are in debt to-day caused by the constantly soaring prices of all necessities that a carrier must have to properly serve the patrons of his route and keep his family.

After being chosen to represent the rural carriers of Missouri before this honorable commission, I at once started to write the carriers to get their accurate expense accounts, and after receiving several hundreds of them I averaged them with the following results: Carriers serving their routes with horses have an average expense of \$62 per month, and work on an average of seven and one-half hours on their routes. Carriers serving their routes with motor cars have an average monthly expense of \$71 and work on an average of three and one-half hours serving their routes.

Right here is another point, that the time that we work on the routes doesn't include any time that we work on our cars before or after we come in.

Right here I wish to call your attention to a point that has been charged against the carriers that use motor equipment in serving their routes. They have been charged with working only two or three hours per day in serving their routes. I wish to state that while this may be true in some cases, you will find it untrue in more. Any carrier who goes to the extra expense of serving his patrons with a motor car gives those patrons the best possible service. They not only give their patrons their mail earlier, but in many cases the mail they pick up on their routes is dispatched from 20 to 24 hours earlier.

This happens right along in our office. I use a motor on my route, and the other carrier uses a team. We have only one mail a day, and the mail that the other carrier picks up lays in the office till the next afternoon.

Carriers working out of offices which are located on branch roads can not possibly get back in time to catch the evening mail when

they have to use a vehicle pulled by a team. This has been and is to-day a great drawback to parcels post, especially that which goes from the farms to the cities. Carriers who are compelled to carry lock pouch mail for offices on their route should, in all fairness, be paid extra for it, and I wish to especially ask you gentlemen to report something in the way of a just compensation for the relief of the boys who are burdened with this extra work, and who in many cases are required to furnish extra equipment for this purpose. Now, the star carrier leaves the mail in the office and comes back to the railway station in the evening, with the mail that is picked up by these carriers; the star carrier receives \$450 a year for his service, and the rural carrier receives nothing.

The greatest unrest that has ever been among the carriers is at the present time, and if they do not receive a just compensation you can look for the greatest wholesale lot of resignations in the rural delivery service that has ever happened, as they can receive more pay at practically any kind of work than they are receiving at the present time carrying mail on a rural route.

After all matters have been considered, we have decided to ask you gentlemen to report favorably on the following schedule of pay for rural letter carriers: A salary of \$1,800 per annum for all carriers carrying a daily route of 24 miles, and routes over 24 miles to be paid at the same rate; an equipment maintenance of \$50 a month for all carriers carrying a standard route.

Your attention is called to the fact that for a number of years the city carriers who serve their routes with a horse-drawn vehicle have been paid an equipment maintenance, and we earnestly ask to be paid the same.

There is just one other point that I wish to bring out, and that is regarding the carriers that are compelled to carry relay mail to the city carriers. In many places I think they are imposed upon in this respect. They are not only compelled to carry extra mail but they are delayed in some cases, I know, as much as an hour and forty minutes in getting out on their routes, in order to wait for the city carriers to prepare this mail so that the rural carrier can take it out on the route. They are also compelled to deliver parcel post in the city limits, and we ask you to consider this very earnestly.

We also ask you to earnestly consider a retirement measure for rural carriers, Christmas day as a holiday, and a chance to defend ourselves when charges are preferred against us.

Mr. BELL. Are the carriers organized in Missouri as an organization?

Mr. DUMP. Yes, sir.

Mr. BELL. Are they in any way affiliated with the Federation of Labor?

Mr. DUMP. No, sir.

Mr. BELL. Thank you, very much. We are very glad to have had your statement.

The next speaker is Mr. C. E. Allison, of Chanute, Kans.

STATEMENT OF MR. C. E. ALLISON, CHANUTE, KANS.

Mr. ALLISON. The gentlemen who have just spoken so admirably cover what I would like to say so fully that I shall not take the entire time that is allotted to me. I desire to say, however, that I indorse that statement, that the salary of the rural carrier be \$1,800 a year and \$400 for equipment, because of the high cost of living, and because there is no question in my mind at all but that that high standard is going to continue for a period of years, and in your recommendation or adoption of this salary bill, as I understand it, you will provide for the future.

In addition to that, we must take into consideration the increase in rural service in the future. As an example, we were at Montgomery Ward's to-day and the manager said to us that among other things they send out 20,000 pairs of shoes per day and that 85 per cent of all of their business was parcel post business, and that that had grown within the last few years.

Mr. BELL. And the majority of that, no doubt, goes over the rural routes.

Mr. ALLISON. It goes over the rural routes; the majority of that. The parcel post business is beginning to grow with leaps and bounds, and as the people become familiar with it, it is going to become more so, and we have got to prepare to meet that condition, and I want you to take that into consideration.

Another point I want to make is that the conditions that now exist are such that we are not attracting to the service the men that we want to. I am secretary of the local civil-service board of my county, and I remember just a few years ago that when we had an examination for rural carrier we had something like 30 applications, and if my memory serves me right we had 17 examinations. Just a few weeks ago in my town we had an examination for rural carriers, and we had one, and his record when it came back was just over normal, you understand, and there was a vacancy and he got the job. Under ordinary circumstances he wouldn't have gotten it, because I remember when I took my examination, I had 99 $\frac{1}{2}$, and the other fellow beat me to it.

I want to also refer to the gentleman's statement with reference to this relay that we speak about. I don't know where they have gotten the rule. I have taken it up with my postmaster and have undertaken to find where they get the rule for making a packhorse for the city carriers out of the rural carriers, but they are doing it. We carry out every morning great loads of mail as heavy as that of our own, out into boxes over the district and over the city, and put them in there for the city carriers to get, yet as I read the rule we are absolutely prohibited from doing such a thing as that, and yet we do it.

Some one was speaking of the duties of the rural carriers. Pardon me for saying to you that the rural carrier is just simply a little riding postmaster. He does all the duties of the postmaster; he has all of the responsibilities of the postmaster, and he is entitled to every dollar that he is getting. In other words, the servant is worthy of his hire. We believe that we are entitled to all that we are getting, and a reasonable and just sum to take care of the future. Many of us are growing old in this service. I have been in the service for 11 years and I am getting to be old. I need a little bit of revenue to

take care of me in my declining years, because in 10 years' time I have got to step aside and give place to a younger man. I believe it is a duty that the Government owes to me and to itself to care for the old man when he is ready to retire and can not step out and get some other kind of a job.

It has been suggested that the compensation paid the rural carrier is adequate, that he uses an auto and only works about four hours per day. In most cases where the carrier uses an auto he is compelled to keep horses to handle the work when roads are bad, and while he cuts his time he adds to his expense. When it was reported that your committee was to receive hearings, my association sent out a line of questions to the carriers of Kansas, and from their reports I have compiled a comparison of reports, and it shows that after paying his expenses that the average income to the carrier is \$763. Personally I did better than that, but the information I wish to convey to you is gained from reports and conversations that I have had with carriers in all parts of the State, and we hope that we may receive such compensation as will comfortably sustain us and lay up a few dollars for old age.

Mr. BELL. The next speaker is Mr. A. W. Staver, of Boone, Colo.

STATEMENT OF MR. A. W. STAVER, BOONE, COLO.

Mr. STAVER. Members of the joint commission, the topography of my State makes conditions very much varied, but we are going to try and generalize them as much as possible.

Some people think that because we have an arid or semiarid section that our roads all the time are in the best of condition, but they fail to take into consideration the sand hills that we have and the sand storms. We have a great deal of trouble with the irrigating ditches in the other sections. We have laws against turning water into the road, but they break out, no one can help it, and the rural carrier gets in there and gets stuck in the mud. These sand storms are very hard on our equipment and I have been an hour making a quarter of a mile of road one day where the previous day I was able to go through on high, simply because I had to get out and shovel my way. I would have to get out and shovel a little start, and then I could run a little ways in low, until I ran my engine down; then I would have to do the same thing over again. Thus I say the conditions are varied.

The cost of equipment is soaring higher and higher. The original cost of our equipment is very much higher. I bought a new Ford this spring and it cost me \$610. That is higher than I heard any of my colleagues here state, but we are up in the Rocky Mountain region and we take the Rocky Mountain freight rates. Therefore the expenses are higher. Gasoline is higher, and almost everything else.

Mr. BELL. What do you pay for gasoline out there?

Mr. STAVER. The present price is 28 cents in my town. The price of oats and corn to those fellows who drive their routes with horses, and most of them do in the mountain sections, is of course very much higher, since the price is based on the price at Kansas City or Chicago plus the freight rate to the various points in the mountain districts. Therefore, in representing the carriers of Colorado they have asked me

to ask the commission for a reasonable amount for equipment maintenance. The city carriers have had this for a long time, and we see no reason why the rural carriers should not have it.

In addition to the bad roads that the rural carrier confronts each morning in bad weather, the department has seen fit to place upon him in some sections of the country the village delivery, thus taking out of the hands of the city carrier the worst of his road and putting it upon the rural carrier.

Now, I believe that I can sum up with all that, but I want to make one more comparison. We have a little town of about 100 inhabitants there. Our railway station agent on the Santa Fe receives the sum of 66 cents per hour for eight hours' work. That is about 28 cents more per day than the average rural carrier with his equipment gets. Besides that, he gets his medical attendance, hospital fees; he gets a house to live in, and his fuel. He is also furnished a helper who takes care of the heavy freight and does the little chores of cleaning up around, without a dollar of investment, while the rural carrier must keep up his equipment and at the same time has all these other expenses to defray.

We want to refer you to the report of the Labor Commissioner, Dr. Royal Meeker. Some seem to think that the rural carrier is overpaid, but with the report that no clerk can live decently on less than \$2,262.47 you will see that in addition to from \$400 to \$600 additional expense added to this for the rural carrier's equipment he is very much underpaid.

Mr. BELL. Your time is exhausted, Mr. Staver. You file a brief if you desire.

Mr. STAVER. I will file a brief later.

Mr. Staver subsequently filed the following brief:

BRIEF SUBMITTED BY MR. A. W. STAVER.

The Colorado carriers live not only in a high altitude but in an area of high prices and high freight rates. Increased cost of equipment and high maintenance cost is the result.

This cost of equipment upkeep along with the daily advancing cost of keeping the family has forced many of our carriers in debt, and we hope that through the efforts of this commission we will be enabled to secure a stable and sufficient salary to justify the outlay a carrier is required to make and afford him something besides to properly care for and educate his family.

We respectfully refer you to the report of Dr. Royal Meeker, of the Bureau of Labor Statistics, wherein he states that the average Government clerk's family can not live decently on less than \$2,262.47 per year. How, then, must the rural carrier fare with an equipment to buy and maintain?

We believe the rural carrier is worthy of his hire and the people whom he serves deserving of a high-class service, which can be maintained only by sufficient remuneration therefor.

The city carrier who maintains equipment is given financial allowance for it. Why not the rural carrier, who gets many miles from town over rough roads and when he has an accident, requires one or two days' wages to be brought back to town before he can get repairs. Such is especially true of motor routes.

Motor routes are necessary where communities are far inland from railroads, but they should receive pay accordingly. They are far from assistance when help is needed.

The carriers of Colorado respectfully ask:

That we be given an annual salary of \$1,800 for a standard route; that we be given an increase of 10 per cent for excess mileage up to 30 miles, and 25 per cent above 30 miles; that we be given \$600 as an annual allowance for equipment and upkeep, on standard routes, \$800 on motor routes; that there be no deductions from salary for failure to serve routes on account of severe storms or road conditions, making service impracticable or dangerous; extra allowance for extra work, such as carrying pouch

mail for other offices or stations or relay mail for city carriers; and that the commission consider the fact that living and equipment expenses are from 5 to 10 per cent higher than when our questionnaires were made out.

Mr. BELL. The next speaker is Mr. D. Konkright, Seward, Nebr.

STATEMENT OF MR. DEVOE KONKRIGHT, SEWARD, NEBR.

Mr. KONKRIGHT. Mr. Chairman, the ground has been pretty well covered, but I have a few statements from the different sections of Nebraska that I wish to hand out. These statements were for July, 1918, to June 30, 1919, from different carriers over the State, and those questionnaires are not what they should be right now, because the price of everything has risen in Nebraska about 25 per cent.

One of the first things I want to call your attention to that the Nebraska carrier wants, is full pay when the weather and road conditions make it impossible for us to serve our routes. Now, last February our roads were blocked for three days and we were compelled to stay in the office, yet our pay was cut off. There were no mail trains in in those three days, yet the clerks in the office got full pay, and we feel that we are entitled to our compensation, because our expenses, our horse feed, and storage for our cars are all going on at the same time, while the clerks have no expense only their living, and it costs us just as much to live as it does the clerk.

We also want Christmas as a legal holiday. We go out on a trip Christmas Day and put in eight or nine hours on the road, and then come in and wait till 6 or 7 o'clock in the evening before we can get into the post office.

Mr. BELL. Would the carriers be satisfied to work on Christmas Day and take some other day instead of Christmas?

Mr. KONKRIGHT. No; I don't think they would.

Mr. DUMP. A majority of them would in Missouri.

Mr. KONKRIGHT. The Christmas mail with us is not nearly so heavy as it was right after New Year's, and there is scarcely ever anyone looking for mail on Christmas; they are gathering and having their Christmas dinners. Now in our country it is the rule that you will find at least 50 per cent of the mail from Christmas in the boxes the next day.

Now, Mr. Chairman, I will leave these letters.

Mr. BELL. You may file any statement that you wish to make.

Mr. KONKRIGHT. These letters are to a different man. He has quit the service and I am taking his place here.

(NOTE.—The letters referred to are on file with the commission.)

I want to say that we have full confidence in this commission. We expect when you make your finding that you will do justice to the rural carriers.

Mr. Konkright submitted the following papers:

STATEMENT SUBMITTED BY MR. DEVOE KONKRIGHT.

WHY SHOULD THE RURAL CARRIER BE ALLOWED UPKEEP FOR HIS MEANS OF CONVEYANCE?

The question is easily asked and perhaps as easily answered, and yet the undeniable fact remains that he is not so provided for; let us therefore consider the question from an unbiased position and see if we can not arrive at a just solution.

It may be said that the position of a rural carrier is the lowest in the social scale of Government employees and as such is not entitled to any more pay than the common laborer whose one investment may be a pick or shovel, or both; or again, that it is the latest experiment in getting the mail to the suburban population, and consequently the carrier must be content to receive only the most meager remuneration until the service has become such a necessity that it can be considered one of the established branches of the Postal Service. Or, again, it may be urged that the personnel of the carriers is below the standard of the next branch of the service, viz. the city carrier, and so they, of course, must be content to receive only a part of what is accorded the more aristocratic employee; and I am sometimes led to believe that some, if not all, of these arguments have been used when the question which heads this article has been under discussion, and perchance have been given undue weight in forming an answer in the negative.

Let us for a moment, however, consider the question from the carrier's viewpoint. It has been said that to arrive at the solution of a problem affecting the economical status of a person one should put themselves in his place, and so for the once let us be a carrier. However, to become such you must first pass a civil-service examination, which in its demands requires the one taking such to be qualified to be raised to the position of a clerk in a post office. He must also be of such a standard of morality that those with whom he is liable to transact business will have no doubt as to his honesty and integrity. And also he is required to equip himself with the necessary vehicle and power wherewith to deliver the mail that may be intrusted to him. Here we find that he has at least placed himself on a higher plane of efficiency than the common laborer and does not stand one whit below the city carrier.

As for the Rural Free Delivery Service being an experiment, it has long since passed beyond that and therefore is not to be taken into consideration in solving this problem. We have, however, not touched upon the real reasons why the rural carrier should be allowed pay for the upkeep of his means of conveyance; there are many which might be given, but I will only touch upon two. First, it is or should be conceded that when a man puts himself into any branch of work and faithfully performs all that is required of him he should be entitled to such compensation as would place him above the fret and worry of meeting his obligation to those who furnish him his means of living, or at least enough so that he will not have to dodge his creditors and thereby not only gain their ill will, but lose his self-respect. For the rural free delivery carrier, it must be remembered, is a man generally with a family and has the same expenses in the line of common living as any other citizen.

The second reason is, of course, near akin to the first. Because there should be no distinction between those who perform the same work as to the wages given. If I am rightly informed the city carrier who, with his horse and carriage, collects the mail from the boxes in the city is allowed full sum for the maintenance of his horse and repairs on vehicle. These must, of course, be light compared with what is required of the rural free delivery carrier, for the one has paved streets or macadamized roads to travel, while the rural free delivery carrier has to combat mudholes, snow banks, and roads torn to pieces by the automobiles used when the road is soft and then frozen into one sea of humps, which are hard both on the constitution of the carrier and destructive to his vehicle; so that when, as is too often the case, he returns home after an experience that would make a sinner of a saint and finds that owing to a break he must pay out all that he will receive for his day's labor or more, then he asks himself, Why am I so much differently treated than the city carrier? and finds no good reason therefor.

In closing, I might say that to any right-minded thinking man there is only one answer to my question, viz. because it is his due and he is justly entitled to it.

Mr. BELL. The next speaker is Mr. R. S. Daily, Springfield, Mo.

STATEMENT OF MR. R. S. DAILY, SPRINGFIELD, MO.

Mr. DAILY. Mr. Commissioner, fellow workers, I simply wish in the short time allotted to me to make a comparative statement of the conditions that we rural carriers of Springfield have as compared with these of the city carriers of Springfield, the mounted carriers. The mounted carriers that work in the city of Springfield are allowed \$400 for maintenance of equipment; they keep one horse: the rural carriers out of Springfield are allowed nothing for maintenance, each one keeping two horses. The city carrier receives pay for all

overtime that he worked during the Christmas rush; we, and particularly myself, as I know, spent for two weeks, the weeks preceding Christmas and the week following, on an average of 12 to 15 hours per day getting our mail to our patrons. We received nothing for that extra time. Most of the carriers out of Springfield, which is a first-class office, have the heavy mail. We can not get this mail to our patrons in eight hours, on an average. I have been in the service, the 1st of March will be two years, and I am at the post office—the schedule time is 7.30, and very seldom do I arrive later than 7. Oftentimes it is 6.30 and 6, and even 5.30, and getting home at 7.30 and 8 and 9. That has been going on continually since I have been in the service and there is no way to remedy it. The amount of mail I have is equal to or greater than some city carriers have, running from 17,000 up to 19,000 per month.

And now as to the duties, as one gentleman said, we are postmasters. We receive money orders, we sell stamps and insure packages and have to drive off the route to deliver these insurance packages and registered letters, deliver special letters and go off the route. Those things detain the carrier. When I leave my office at 9 o'clock in the morning, which I have often done, with seven or eight registered letters, some of them a quarter of a mile off the route, some of them half a mile, it detains me and the patrons farther on don't get their mail until an hour or two hours late, and they always say: "Well, you are late to-day. What is the matter?"

Now, Tuesday morning at Springfield we had a sleet. We attempted to get to the office. I left a little before 7 o'clock and I hitched my horse to the rig, and when I struck the paved streets he spread. It took me an hour and a quarter, putting sacks on his feet, to get that horse to the blacksmith shop, and it cost me \$2 to have him rough shod. It cost each carrier this additional expense, which came out of his own salary, for the 10 horses that morning.

If that condition existed the following morning, which I presume it did, they would have to repeat that extra expense on the other horses that they would use the next day, making the expense practically \$4 for each carrier there, \$2 each morning. We have to meet that expense. One of the carriers just had his horse shod a few days previous to then, and he had to meet this expense.

I thank you.

Mr. Daily subsequently submitted the following statement:

STATEMENT SUBMITTED BY MR. R. S. DAILY.

At your session held on January 8, 1920, I made a statement in reference to salaries and maintenance, before your body, as to conditions prevailing in this section of the country, Springfield, Mo., and, at your request, I herewith submit for your consideration a further brief on above subject, to wit:

1. There should be no deduction for failure to render daily service when weather and road conditions make it impossible. This often prevails in this section of the country, the same being hilly and many streams, which become impassable during the spring period of the year.
2. There should be established a court with jurisdiction to hear and determine individual complaints of any kind pertaining to the duties of rural carriers.
3. The qualifications for entering this branch of the service are on a par with city carriers and clerk. Hence, they should be eligible to transfer to either of these departments.
4. The expense to maintain an outfit with which to serve a route of 24 miles has become quite a burden. We are asking you to recommend to Congress that we be allowed maintenance. I would suggest that this be not less than \$50 per month.

It is costing me more than this at prevailing prices. This statement, I am quite sure, will be substantiated by data furnished the commission by carriers of different parts of the United States.

4a. The present salary is not adequate enough for a rural carrier to live as a Government employee ought to live. My present salary, including bonus, is \$143.10. The monthly expense of maintenance, which includes feed for two horses, shoeing, repair on wagon and incidentals, average for September, October, November, and December was \$61 per month, leaving \$82.66 as my actual salary for service rendered. This, gentlemen, is not adequate.

5. A rural carrier should not have to serve patrons within the corporate limits of a city or town or a congested suburb thereof. This so increases the work and the duties become so manifold that the task becomes a burden for the carrier, and the service on such a route is greatly impaired. I carry such a route and it requires practically 12 hours per day to serve the route. In this time I include taking care of my horses, routing the mail, and delivering it.

This is my brief statement. I could say much more and could give more data, but I do not think it at all necessary, for you no doubt have information sufficient enough to enable you to make recommendations to Congress that will be satisfactory to the rural carriers of the Nation.

Mr. BELL. The next gentleman is Mr. Kirkpatrick, of Sedalia, Mo.

STATEMENT OF MR. W. O. KIRKPATRICK, SEDALIA, MO.

Mr. KIRKPATRICK. Mr. Chairman, as our case has been pretty well represented before this commission, there are only a few little points that I want to impress upon the commission. One is the maintenance, the horse maintenance.

The city carrier is allowed \$35 a month for horse maintenance, the rural carrier is allowed no maintenance, and the rural carrier is requested to handle better stock and drive better stock at our office than the city carrier who is getting \$35 a month horse maintenance. Right here I want to say, last spring we had a rural carrier at our office who came in there driving a horse that was not first class. Two inspectors there called him down on that horse and told him never to drive it again. At the same time there was another horse standing right there on the same ground, that the Government was paying \$35 a month for, for the horse alone, and it couldn't carry a rural route any day that the road was a little bit slick, and wouldn't have brought \$20 on any market in the United States.

Another thing I want to speak about is the relay that rural carriers have to carry. We have to carry relays every day of the world, and that relay delays us from 15 minutes to 1 hour and 40 minutes at a time. One carrier last summer, in June, during the harvest season, was delayed 1 hour and 40 minutes, and when he got out on his route he was to deliver some mail that was ordered by telephone, some repairs for a binder, and the people bawled him out for not getting there on time, and even reported him to the department for being delayed and being late with the mail on that day, and the reason he was was on account of the relay that he had to wait for at the office.

I believe that is all I have to say.

Mr. BELL. You can supplement your remarks by a written statement if you care to. I will say that all of the speakers within 10 days, if they wish to supplement their remarks, may do by sending them in to the commission at Washington, and we will embody the statement in the record.

The next speaker is Mr. G. R. Keezel, of Wakarusa, Kans.

STATEMENT OF MR. GEO. F. KEEZEL, WAKARUSA, KANS.

Mr. KEEZEL. Mr. Chairman, gentlemen of the commission, I want to emphasize the fact that rural carriers who carry mail to intermediate or inland offices do not receive extra compensation. I have in mind in particular my side kick at Wakarusa, and on Monday before Christmas—I was going to say he had a thousand pounds, but I will make it 800 to be sure, of mail besides his route mail. His route is $24\frac{1}{2}$ miles in length. He receives \$141.66 $\frac{2}{3}$ a month; my route is $25\frac{1}{2}$ and I receive \$145.66 $\frac{2}{3}$, and it is unfair and unjust to these boys who carry the mail to inland offices to have to work and do that for nothing. This is not a star route; this is a rural route that carries a locked pouch to and from an inland office.

Another thing that appeals to me as an injustice to rural carriers is the inability for them to work up. I have been a carrier for 16 years. I began when I was 20 years old, in the prime of my life, and after working 16 years a man that has never entered the inside of a post office can step in and take my position and draw the same wages. Isn't my 16 years, or should it not be, valued at something to the Government? What other line of work could I get into—and I am conceited enough to think that I have a mind of average intelligence—what other line of work could I work in and not better my position? The Mexican working on the railroad can neither read nor write, but he draws 40 cents an hour, or \$3.20 a day, single-handed. That is almost as much as we get and furnish a team. It seems to me that the compensation of the carriers is not adequate.

Another thing: We have been criticized for increasing the efficiency of our service. We can take one horse and buggy and perhaps consume 8 or 10 hours a day in delivering this mail. Now, if a man has got any ambition and takes a job that ordinarily requires 8 or 10 hours and delivers it in 5 hours, should he be cut down on his pay? And if he is still more ambitious and purchases a "Lizzie," or some other motor vehicle, and delivers his mail in three and a half hours, should he be cut down on his salary because he is giving efficient service?

I believe that is all I have. Thank you.

Mr. BELL. The next speaker is O. D. Amend, of Cummings, Kans.

STATEMENT OF MR. O. D. AMEND, CUMMINGS, KANS.

Mr. AMEND. Mr. Chairman, one of the things I want to mention is in regard to the use of a car. That question has been brought up here to-day, and it seems that there has been a little bone of contention in Congress in regard to the use of the car, and especially in the department; but I want to say that my patrons desire me to use the car and kick if I don't use it.

The next thing that I want to touch on, I just want to read you my expense account here, and this is about an average expense account for Atchison County. This is a little more than was shown in the questionnaire, because it was compiled at a later date.

The value of my car is \$585; depreciation, 20 per cent per annum, is \$117; cost of tires and tubes, \$97.50; gasoline, 390 gallons, at 22.5

cents, \$87.75; oil and grease, \$31.20; repairs, including labor and parts, \$36; garage rent for 12 months, \$36; making a total of \$405.45 for a car for a period of six months, which is the average time it can be used in Atchison County, Kans.

Then I have here the cost for horse-drawn equipment for six months. Value of horse, \$280—depreciation, 15 per cent, \$42; value of wagon, \$158—depreciation, 15 per cent, \$23.70; value of harness robes, whips, etc., \$91.25—depreciation at 20 per cent, \$18.25; horse shoeing, \$19.60; hay, 3½ tons at \$27, \$94.50; corn, 60 bushels, at \$1.40, \$84; oats, 90 bushels at 85 cents, \$76.50; incidentals, \$24; rent, 12 months, \$36. Total, \$438.85.

The present salary, including bonus, is \$1,700; the total cost of maintenance, \$844.30, leaving a balance of \$855.70 for the support of a carrier and his family.

I would like to say this, that if any Member of Congress or if any member of the department can show us any way to reduce this cost, I would be glad of it and I would pass the buck along to my fellow workers, because we would be glad to have it.

In connection with this I want to bring up the salary question. Now, it has been proven conclusively by authentic figures that no man can live decently and healthfully on less than \$1,500 per annum. In addition to that, I think, in all fairness, we should be allowed to own a home in the course of 10 years which would require about \$300 per annum additional. That would make a total salary of \$1,800, and we ask in addition for equipment maintenance, the same as is given to the mounted city carrier which is the full amount of his maintenance, and our full amount in Atchison County, Kans., would require about \$850. The Atchison County boys have asked me to ask that this salary be adjusted in an equitable manner and that the salary be made permanent in order to relieve the present trying uncertainty.

I will just speak on the Christmas Day question. I wonder if it would be all right to ask if Congress would be willing to consider the wishes of the patrons in regard to this?

Mr. BELL. Well, of course I could only speak for myself—I would.

Mr. AMEND. My patrons have told me several different times that they could not see why the carrier should be required to go on Christmas Day and come around the next day with just a little handful of mail, and if you think that Congress would consider this, we would be glad to have our patrons report.

Mr. BELL. Report it to your Congressman, and let him take it up with the Committee on Post Office and Post Roads.

Mr. Amend submitted the following statement:

STATEMENT SUBMITTED BY MR. O. D. AMEND.

On the attached sheet you will find a statement of the actual expense account covering a period of one year on a standard rural route in Atchison County, Kans. This, together with the questionnaires mailed to the commission on September 10, 1914, should furnish convincing evidence that our request for more salary is on a health and decency basis and entirely just.

Before making our request known we want to briefly call your attention to the following facts:

For the past three years all rural carriers, in this section at least, have been operating their routes at a dead loss, hanging on to their jobs in the hope that Congress would make adequate reparation for the sacrifice.

As a loyal working class of men we have tried to faithfully perform every patriotic duty which fell to our lot during this period of time.

Although working at a distinct loss and under adverse circumstances we have at all times tried to conduct ourselves in a manner that would embarrass neither Congress, the administration, nor the Post Office Department.

In the light of recent indisputable figures compiled by the Government and others it is universally agreed that no family of five persons can live healthfully and decently on a net salary of less than \$1,500. We as rural carriers have had the very painful and trying experience of trying to get along on less and can truthfully testify it can not be done.

In addition to barely living, we feel and believe it is only right and just that we be allowed a salary that would in the course of 10 years allow us to save enough to own a home of our own which would require about \$300 per annum above the actual living expense of \$1,500.

Therefore we respectfully petition you that we be allowed a salary of not less than \$1,800. with an adequate allowance in addition for equipment and maintenance which to cover the actual expense would require from six to nine hundred dollars. per annum. We are desperately in need and are trusting to your sense of fairness and justness to see that the above-mentioned request be considered as a minimum adjustment.

We further request that in order to relieve the rural carriers of the present trying uncertainty that the adjustment be made before the end of the current fiscal year on a permanent basis.

We further request that there be passed an adequate retirement law giving years of service first consideration regardless of the age of the carrier.

We further request that there be inaugurated a civil service court of appeals to which we can go for redress in case of grievances.

We pray for a speedy adjustment of a most trying situation.

Below is the cost of operating a car for six months, the average time a car can be used in this section:

Cost of car.....	\$585. 00
Depreciation (20 per cent per annum).....	117. 00
Cost of tires and tubes.....	97. 50
Gasoline (390 gallons, at 22.5 cents).....	87. 75
Oil and grease.....	31. 20
Repairs (including labor and parts).....	36. 00
Garage rent (12 months).....	36. 00
Total.....	405. 45
Below is cost for horse-drawn equipment for a period of six months:	
Value of horses, \$280; depreciation (15 per cent).....	\$42. 00
Value of wagon, \$158; depreciation (15 per cent).....	23. 70
Value of harness, robes, whips, etc., \$91.25; depreciation (20 per cent).....	18. 25
Horseshoeing.....	19. 60
Hay (3½ tons, at \$27).....	94. 50
Corn (60 bushels, at \$1.40).....	84. 00
Oats (90 bushels, at 85 cents).....	76. 50
Incidentals.....	24. 00
Rent (12 months).....	36. 00
Total.....	438. 85
Present salary, including bonus.....	1, 700. 00
Total cost of maintenance.....	844. 30
Balance remaining for support of carrier and family.....	855. 70

On some previous occasions certain department officials have fought an adequate adjustment of the salaries of rural carriers on the ground that rural routes were not self-sustaining. They are not and are not expected to be. I wish to call your attention, however, to the attached letter from Montgomery Ward & Co. This letter, as you will see, shows that from this firm alone rural carriers carry annually packages with postage aggregating \$1,173,750, and all the revenue we get credit for is the 2 cents on each original order letter addressed to the firm. You can plainly see that rural routes are entitled to the credit for the revenue created by both the orders and the returned packages. Looking at it from this standpoint, which is undoubtedly

the correct one, do the rural routes lack so very much of being self-sustaining? Taking into consideration of course the fact that there are hundreds of other firms, large and small, doing a mail-order business.

I wish to also call your attention to the attached statement of Mr. H. J. Barber, cashier of the State Bank of Cummings, in regard to the salary question.

Another item to which I would like to direct your attention is the discrimination between mounted city carriers and rural carriers.

We pass the same examination, have a larger variety of duties, and about double the amount of maintenance expense, which we are compelled to bear ourselves while our brother in the mounted city service receives an adequate allowance to take care of his maintenance expense. Why does this condition exist and will it be allowed to continue so?

The vast majority of rural route patrons are willing the carrier should have Christmas and we respectfully ask that you consider this when taking up the bill for consideration.

MONTGOMERY WARD & Co.,
Kansas City, January 14, 1926.

Mr. O. D. AMEND, *Cummings, Kans.*

MY DEAR MR. AMEND: This is a prompt answer to your letter of January 12.

Approximately 60 per cent of our parcel-post packages is handled by rural carriers. The Kansas City house does about 40 per cent of the business of all the houses combined. Our daily stamp bill for parcel-post packages averages about \$2,500.

I hope that this information gets to you in time and serves the purpose for which you intended. I am glad that you enjoyed your trip to Kansas City, and hope that I shall again have the pleasure of meeting you at the next convention.

Yours, very truly,

ALOIS G. MCKAY,
Assistant Publicity Manager.

CUMMINGS, KANS., January 17, 1926.

The CONGRESSIONAL INVESTIGATING COMMITTEE,
Washington, D. C.

GENTLEMEN: In order to live healthfully and decently and save a reasonable portion of their salary, I believe for rural carriers local conditions would demand a salary of about \$1,800 plus the amount required for maintenance of equipment.

Respectfully, yours,

H. J. BARBER,
Cashier State Bank of Cummings.

Mr. BELL. The next speaker is Mr. H. E. Smith, of Emporia, Kans.

STATEMENT OF MR. H. E. SMITH, EMPORIA, KANS.

Mr. SMITH. Mr. Chairman and fellow carriers, it is not worth while for me to repeat what has been said here to-day. I think this commission has listened to all these reports hashed over and over until they have probably made up their minds what they will report when they get back to Washington.

I am here only as a representative of the fourth congressional district, the district from which Congressman Hoch is elected. I am speaking for the boys of this district, and all they asked of me is to come home, call them together as president of their organization, and tell them what this commission is going to do for them. I would be some "it" if I could do that. Well, I am going to call them together when I get back and make a good report. I am impressed with the part of the commission that we find, and am sorry that I did not see all of them. If they had all made the impression that this gentleman has, I would be highly pleased, and I hope the Congressman representing the commission here will go back to Congress and make the report that will do justice to us.

Now we are in a day and age of unrest and uneasiness. There is that unrest which we fellows have felt all along; the feeling that we are down and out. We are anxious to get on a level with our fellow workmen. We are not envying our honorable commissioners their job at all; they are talented men; they have fitted themselves to fill the places they fill, and they are worthy of it and they have a big responsibility resting upon them when they go back to solve these problems that are being presented to them by all the different representatives of the Postal Service, and we realize that in its fullest extent, but we do ask this, that we be brought up to a level with the fellow that we work side by side with, at least. We ask this and we think we deserve it. We think it is due us. We feel, as has been stated here, that we are men of common, ordinary intelligence, and should have for ourselves and our families what our fellow men that we work side by side with get.

Now, I have just a few figures and I am going to give them as briefly as I can in the little time that is allotted to me. Here is the expense account of 20 men, turned in promiscuously from the fourth congressional district to me. The average cost of equipment and upkeep for these 20 men is \$856.48. I think when these gentlemen get back to Washington the question of our expense account will arise. We, who have cars, keep horses also. Are you going to take that into consideration? Perhaps you are. Now, let me relate this to you: Three men of these 20, who keep horses only, have the following expense accounts: \$752 for the first, \$818 for the second, and \$878 for the third, making an average of \$819.33. This is just \$38 less than it costs a man to keep both car and horses. The man who drives horses must have at least three head, while the man with a car can get along with a good roadster for bad weather.

Let me give you my own expense account. It is fresh in my mind for the month of December. I have all my bills and know just exactly what it is, outside of the wear and tear on my car and casings. I did not take that into account, because for the whole month I didn't have a puncture or anything of the kind, as I put on two new tires in November at a cost of \$58. My expense account for gas, oil, and repairs on my car—I ran it every day of the month—was \$49.90. I had my two horses in the country on rough feed, at \$20 a month, which made a total cost of \$69.90. You can see how this averages up with this other statement I have made.

To our honorable commission I want to make this statement regarding our own office for your consideration. Here are 20 men, 10 rural carriers and 10 city carriers. Up to the time we got the last raise we were all getting \$1,500 a year. We were all granted an increase on July 1. Rural carriers receiving \$200 and city carriers \$150. If the city carriers needed \$150 increase—and they did need it; they needed more—why make a difference of only \$50 when the rural carrier's expenses are \$858.48 greater than the city carrier's.

If Uncle Sam will furnish our equipment and pay all expenses, as he does for the mounted city carrier, and then put us on the same pay as the city carrier he will have satisfied something like 45,000 men in the Rural Service.

As it is now, the city carrier has \$858.48—the amount of our expenses—more than we have, to support his family. In other words the city carrier draws a salary of \$1,650, while the rural carrier

draws only \$794.52 after he has paid his expenses of delivery. I ask you, in all kindness, gentlemen, do you think this is right? Now, please do not understand me to say that I think the city carrier is receiving more than he should; far from it. I am personally acquainted with all these men and I know that none of them are living in luxury.

I live in a house with a railroad man. He has bought and paid for his 10-room house. I rent half of it for \$20 a month, while he and his wife occupy the other half. He earns from \$250 to \$300 a month with equipment all furnished. He says there is too much difference between his wages and mine. Gentlemen, can you expect us to be satisfied on a wage that gives us a bare existence when other workmen are being well paid?

The department tells us to pay our debts or get out of the service. We would all like to pay our debts and pay them promptly, but we can't always do it. Many of us would like to get out of the service back to the farm, or handling stock if we had the means, but how can a man save money to go into some other business when he doesn't get enough money to stay where he is.

I entered the service 18 years ago with two boys to educate, but I had to take them out of school before they finished their education. But, thank God, they both have better jobs than I have. Many carriers would have mighty hard sledding if the children didn't help with the family living.

Gentlemen, I want to plead with you in behalf of the carriers of the fourth congressional district; and when I plead for them I am pleading for all. We want a living wage. We want enough so that we can live and hold up our heads and look the whole world in the face and be able to say we "owe not any man."

I am not asking for any special amount. I think our case has been laid before you in such strong terms that you can plainly see what we need. I will only say, give us enough to live comfortably and lay up a few dollars each month. That would be better than a pension. I thank you.

Mr. BELL. This concludes the hearings for Kansas City, and we all appreciate your attendance and interest manifested. We will now adjourn.

(Whereupon at 5.30 o'clock p. m. the commission adjourned.)

POSTAL SALARIES

HEARINGS

BEFORE THE

JOINT COMMISSION ON POSTAL SALARIES

CONGRESS OF THE UNITED STATES

SIXTY-SIXTH CONGRESS

SECOND SESSION

FOR

**GENERAL EMPLOYEES OF THE
POSTAL SERVICE**

HELD AT

ST. LOUIS, MO.

JANUARY 9, 1920

Volume 1

Part 11



**WASHINGTON
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1920**

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JOINT COMMISSION ON POSTAL SALARIES.

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ISHAM P. BYRON, *Assistant Secretary.*

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POSTAL SALARIES.

FRIDAY, JANUARY 9, 1920.

**JOINT COMMISSION ON POSTAL SALARIES,
St. Louis, Mo.**

The commission met at the Jefferson Hotel at 2.30 o'clock p. m., Hon. Edward J. Gay presiding.

Present: Senator Gay and Representatives Bell and Rouse.

Senator GAY. Gentlemen, you will please come to order. We very much regret that the commission could not get here in time to hold a hearing this morning. As most of you know, the train was delayed, and we are going to hold the hearing and attempt to get through with it this afternoon. It will be necessary to limit the time for the various speakers, because there are a good many; and I would suggest that those of you who have briefs should file them with the secretary.

CITY LETTER CARRIERS.

We are going to hear first from the city carriers. The first speaker on the list is Mr. Bollinger, of Cape Girardeau, Mo.

STATEMENT OF D. S. BOLLINGER, CAPE GIRARDEAU, MO.

Mr. BOLLINGER. Mr. Chairman, I represent the carriers of the Cape Girardeau office. I got here late this morning. The train was late, and I did not get any brief prepared, but I can state the sentiments of our men down there. The main reason why we want an increase in salary is because of the increase in all costs of living—an increase in expenses in every way—while our salaries have not been increased since 1907, except the bonus we were allowed, and that would make an increase of about 40 per cent in salary, while the living expenses in every way have increased, the way we figure it, about 125 per cent in our locality.

Some of the carriers with whom I was talking this morning seem to think we could get along with less money in the country towns than in the city. That is a mistaken idea. Our living costs as much in a small town as it does in the city, because most of our provisions are brought from the larger producing areas, come through all the hands, and our merchants make their profits, holding them up to as high prices, or higher, than in the city. That is the main reason our living expenses and our other expenses have gone up in about the same proportion.

In the last 10 years our uniforms have doubled in price. We have to buy about two uniforms in a year. We used to buy them at about \$15 apiece; now we pay \$30 for them.

We are hard worked down there, too. We have seven carriers for about 12,000 people, where we ought to have nine. We have

only two substitutes, and it is impossible for more than one man to get off at a time, except in case of sickness or in cases where they absolutely have to, and then we have to call in a clerk as an extra man. There are very few applicants on the eligible list. It seems they all want to get into something else rather than the Postal Service, where they will, of course, get more money. We have very few applicants for the examinations.

Mr. ROUSE. How many men have you on your eligible register?

Mr. BOLLINGER. I think there are about—I don't think there are any available now. Several turned the appointment down. We just have two substitutes, one a regular parcel-post man, who is worked every day; he delivers heavy parcel post. The other is an extra man. Whenever a man wants off he can not get off unless he speaks to the postmaster several days before. Only one regular man can get off at a time.

Mr. ROUSE. When was the last examination there?

Mr. BOLLINGER. About a year ago.

Senator GAY. What do you get now?

Mr. BOLLINGER. \$1,550 at that office.

Senator GAY. Have you any recommendations to make as to what you think the salary should be?

Mr. BOLLINGER. Well, I think the right proportions—the salary should be \$1,800 to \$2,400. I mean the entrance salary ought to be \$1,800.

Senator GAY. Have you any further testimony that you wish to present?

Mr. BOLLINGER. I believe that is all I have.

Senator GAY. You can file a brief, Mr. Bollinger, with the secretary either now or you can mail it to Mr. Beasley, at Washington, if you want to bring out any further points.

Mr. Bollinger subsequently filed the following brief:

BRIEF FILED BY MR. DENVER S. BOLLINGER.

As the representative of the letter carriers of Cape Girardeau, Mo., I present this brief, pointing out the main reasons we are asking an increase in compensation.

In the first place, there has been no reclassification of salaries for about 13 years, and our temporary increases from year to year have added only about 33½ per cent to our salaries, while everything we have to buy has increased in price from 75 per cent to 125 per cent, which forces us to purchase only the absolute necessities and to deny ourselves and families even of the smallest luxuries which tend to make life a pleasure. And as we, as Government employees, are required to maintain a neat and presentable appearance and a certain degree of social standing, we find we are unable to meet the necessary expenses on our present salaries.

Again, we have not been advanced on an equal basis with other lines of employment which require equal skill and responsibility, and for this reason very few competent young men are coming into the service, but prefer other lines of work.

Again, the shortage of help makes it necessary for us to overtax our strength and energy in order to maintain the prompt and efficient standard demanded of us, as the amount of mail we are required to deliver has increased considerably in the last few years, and to maintain this standard not only requires physical strength but considerable mental effort as well.

Again, we feel that instead of having a mere living wage, we are entitled to something to lay aside for the future, when old age overtakes us.

We also feel that as our duties in a second-class office are just as exacting and the amount of work to be done just as great as in a first-class office, there should be no discrimination between the two, but we should receive the same as the employees of the first-class office.

I think a fair salary basis which would insure efficient service and attract capable young men to enter it would be an entrance salary of \$1,800, and a maximum of \$2,400 the third year.

Senator GAY.

t, of St. Louis, is the next speaker.

STATEMENT OF MR. JOHN A. LOVETT, ST. LOUIS, MO.

MR. LOVETT. Mr. Chairman and gentlemen of the commission, I hope that you will pardon me for reading from a brief, but that is the best way I can get it out of my system. [Reading:]

To the committee of the Congress on the investigation of the salaries, etc., and the duties of a letter carrier:

For entry into the service a man must be between 18 and 45 years of age. His application must have the indorsement of three reliable vouchers. He must pass a mental and physical examination. He becomes a substitute and works as same for about five years. He is then appointed a probationer to serve six months. Should his work prove satisfactory, he becomes a regular letter carrier, with a salary of \$1,000 per annum. Upon merit, he is promoted \$100 per annum until he reaches a maximum or sixth-grade salary of \$1,500. Congress in its fairness and wisdom has granted a temporary increase of \$150 for one year from July 1, 1919, to June 30, 1920, and the letter carriers feel grateful for same, but owing to the depreciation of the value of a dollar, that is the purchasing value of a dollar, we deem our salary inadequate. The thousands of questionnaires turned in by the carriers of the country, and the reasons set forth in our brief, tell our story. After a carrier reaches the maximum salary, the door of ambition is closed upon him. Unless he has the proper political influence, he remains a letter carrier. The letter carrier is always ready to render a fair day's work, but he quite naturally expects a fair day's pay. The duties of a letter carrier are innumerable. He reports for duty at 6 a. m. each work day and has from 45 to 100 pounds of mail to prepare for his first delivery. He must be a man with a retentive memory. One who, without consulting his removal book, must be able to re-mark hundreds of pieces of mail. He must deliver registered and C. O. D. mail, and special delivery and short-paid mail. He must indorse money orders, registered letters, collect mail. Through virtue of his position he is the direct representative of the Post Office Department to the public. They ask every question regarding incoming and outgoing mail, in fact any question that is perplexing to them, and why? In the first place, he is neat and well appearing, sober, honest, and industrious. He comes in all kinds of weather and always comes smiling. The public knows the letter carrier of the neighborhood and trusts him to do the right thing at the right time. The letter carrier has duties to perform that the average citizen does not realize. He must at times act as an agent of the Secret Service. He must with meager information given him by the Post Office Department, obtain detailed information regarding those under suspicion. The carrier must know how to operate and repair a motorcycle or automobile. The carrier has many special duties to perform as was especially noticeable during the war. He circulates pamphlets pertaining to Government and worthy societies cooperating with the Government. He solicits and takes orders for the purchase of Government bonds, war savings certificates, thrift stamps, Government goods, such as groceries, etc.; yes, he does all this and more. All he asks in return is an adequate living wage. The average earnings per year of the average letter carrier, who has been in the service from 15 years or more would amount in the aggregate to \$950.

In conclusion, I recommend a court of appeal and an equitable retirement measure would be proper for the letter carrier and the service. I submit this brief in the interest of the letter carriers and hope it merits your approval.

Senator GAY. What do you think would be an equitable salary?

Mr. LOVETT. I think an equitable salary, sir, would be an entrance salary for regular of \$1,800, and the second-grade salary \$2,100, and the third grade a maximum salary of \$2,400. I think a substitute should be paid 80 cents an hour; and why? Because a substitute gets work now and then, and he has to live. If he goes to the corner store to buy something, it costs him just as much as the maximum high salaried carrier.

Now, it came to my attention that a false impression is created by some that a letter carrier is not the equivalent of a clerk. Naturally I stand before you gentlemen in the interest of the letter carriers, and I think a carrier is just as indispensable to the service as is the clerk.

And here is a little proof for it. Now, I beg your pardon, because I have my own data here. It is about 17 years of age, but nevertheless it is true. It is positive proof, because it has the O. K. of the department on it. Here it is:

Mailing division. Statement. Case examination. Job, J. A. Lovett. section A. on separation. Examined May 6, 1903. Number of separations in State, 20; number of separations made, 20; total number of cards handled, 500; total number correct, 492; total number wrong, 8; percentage correct, 98.40; time, 13 minutes; cards correct per minute, 37.85; percentage correct required, 98.

Thank God I passed it. It has got the O. K. on it. Here is another:

Mailing division. Statement of case examination of John F. Lovett on one-half of the State of Ohio, by counties. Examined November 18, 1903. Number of separations in State, 88; number of separations made, 44; total number of cards handled, 1,416; total number correct, 1,405; total number wrong, 11; percentage correct, 99.22; time, one hour and five minutes; cards correct per minute, 21.62; percentage correct required, 98.

I think that will cover the proposition as to whether a carrier should be paid the equivalent of a clerk or not. Another argument as to why carriers should be paid the equivalent of a clerk: A carrier has to buy two uniforms a year; he has to buy two caps a year, and that costs money. A clerk doesn't have to buy that. A clerk can come in civilian clothes, the same clothes he wears all the year round. We have to have civilian clothes. As you see me standing before you, I am in civilian clothes, and that is one of the propositions that a carrier is confronted with.

Now, I believe, sir, that that is about all I have to present. Mr. McDonald has a brief there presented by three of the committee, and it will take in all of the others.

Mr. BELL. I want to ask you a question. How and where do you buy your uniforms?

Mr. LOVETT. Our uniforms, sir, are bought by contract from various contractors throughout the country.

Mr. BELL. Through whom do you buy them? From merchants?

Mr. LOVETT. From merchants; yes, sir.

Mr. BELL. Do you have any idea of the profits they make on the uniforms?

Mr. LOVETT. No; I haven't.

Mr. BELL. How does it appear as to the price of civilian clothes and the uniform?

Mr. LOVETT. Well, at the present time I might say they are equivalent in price.

Mr. BELL. It is your judgment that the Government could have these uniforms manufactured and give them to the carriers for less money than they now have to pay for them?

Mr. LOVETT. Absolutely and positively; yes, sir; because it has been proven and found not wanting in the case of soldiers and sailors.

Mr. BELL. That is all I have.

Senator GAY. I want to say in regard to the retirement bill that you spoke of that many of us have made great effort to have that bill passed some time ago in the last Congress and that the bill is still pending, and we hope that it will pass in the very near future.

Mr. LOVETT. Thank you.

Senator GAY. Mr. McDonald, of St. Louis, is the next speaker.

STATEMENT OF MR. JAMES B. McDONALD, ST. LOUIS, MO.

MR. McDONALD. Mr. Chairman and gentlemen of the commission, in behalf of the letter carriers of St. Louis, Oakland, and Stockton, Calif., I would like to submit our brief. Since it was written last September there has been no decrease, but a decided increase in the cost of living. The national industrial conference board reported on December 29 last an increase of 13 per cent since last March for St. Louis and 86.2 per cent since July 1, 1914, therefore we saw no reason to change or alter it.

Before I proceed, I want to take this opportunity to thank Congress through you for the temporary increase granted in salary in the last session. While that has been beneficial and gratefully received, still it is not sufficient, as we will endeavor to show by our table of expenses. [Reading]:

To the honorable members of the Joint Commission to Reclassify Salaries:

GENTLEMEN: In view of your granting an opportunity to all postal employees to give reasons showing that their salaries have been, and are, inadequate, we respectfully submit the following for your consideration:

By a brief introduction we will endeavor to call the commission's attention to the length of service of substitution and promotion.

After entering the service as a substitute letter carrier and serving as such on an average of four years, earning approximately \$50 per month, he emerges from this apprenticeship hopelessly in debt unless he is sustained by parents, friends, a bank account acquired before his entry into service, or some other means of assistance. Upon his appointment as a regular carrier he is advanced to the first or lowest grade of salary for one year (provided he merits it). Passing through five more grades of the same duration he attains ten years of service and finally reaches the maximum salary.

No craft or profession to our knowledge is required to spend such a duration to attain perfection, and, in view of the unreasonableness of same, we respectfully suggest the following change in the existing rule:

That, upon a substitute becoming a regular carrier, he be placed in the first grade, \$1,800, provided he served one year or less. Into the second grade \$2,100, provided he served two years. Third grade \$2,400 for three years.

A review of the present living conditions in general would be an imposition on your time and intelligence, but, as your mission is to obtain data concerning salaries, we wish to show, by submitting a very conservative and modest table of expenses compiled from personal experience of fellow carriers, how our salaries are spent. We, therefore, submit the following:

Table of expenses per year for a family of four persons: Rent, \$250; light and fuel, \$100; ice, \$18; food, \$630; clothing, \$250; shoes, rubbers, and repairs, \$68; household articles, \$50; doctor bills, \$75; insurance, \$91; time lost, \$28; education, etc., \$50; recreation and amusements, \$15; car fare, \$75; incidentals, \$17; total, \$1,717.

The above shows a deficit of \$317 on a salary of \$1,400 per annum, and the question arises as to how we have managed to exist. Our only answer is: Denying our families of necessities and drawing on our resources accumulated in former years. Instances are known where carriers were forced to borrow money on their life insurance policies, and where a carrier was forced to sell equity in his cottage at a sacrifice to meet difference between salary and expenses. All items mentioned in the above table are absolute necessities. Items such as savings, charity, etc., have been eliminated. In this connection let us remark that in the five issues of Liberty bonds our membership subscribed virtually 100 per cent. But upon inquiry we find a large percentage were forced by this deficit in our income to sell them at a discount.

Living under conditions as stated above has brought a very evident spirit of unrest, which is shown in the number of resignations from the service (296 postal employees having resigned within 13 months in St. Louis alone), the inability to hold substitutes after they grasp the full meaning of what is required and expected of them,

and the scarcity of applications for positions in the Postal Service. It may also be well to note that many intelligent and efficient workers are leaving the service, thereby greatly impairing its efficiency. And, because of the fact that the compensation is not sufficient to induce the better class of men to enter the service, it can not long survive as an efficient factor in the greatest institution of our Government.

We also wish to call to your attention that during the past years the volume of mail to be handled has constantly increased, as shown by the postal receipts. The Post Office Department has taken over 80 per cent of the express business of the country. The population of St. Louis has materially increased, but notwithstanding this the delivery carrier force has not been increased to any noticeable degree. During the past three years the duties of letter carriers have been greatly increased by the sale of war savings stamps and Liberty bonds and various other war-time duties, which were cheerfully performed while delivering mail without loss of time. This is still part of our daily work, and it is fair to presume that the efficiency of the Postal Service will from time to time increase this scope of usefulness of the carrier force far beyond its present limits. All of this work is performed during all sorts of inclement weather, with no protection except our own wearing apparel. A letter carrier must make his trips when the average person would not venture out.

Sickness, which also seems to be more prevalent, brings with it an added expense and puts a stop to the income for the time indisposed, since postal employees receive no pay while absent from duty.

The foregoing facts, which are so well known as to scarcely need verification, will convince you of the necessity of an early increase of salaries as follows: First grade, \$1,800 per annum; second grade, \$2,100 per annum; third grade, \$2,400 per annum. Substitutes receive 80 cents per hour. And while we realize that it may not be within the scope of your investigation, we further appeal to your sense of justice to include in your recommendations to Congress that we be given some equitable form of retirement.

JAMES B. McDONALD,
Chairman.

JOHN A. LOVETT,
R. E. STEINMEYER,
JOSEPH H. LAMB,
CHARLES A. KOCH,
Committee.

Mr. ROUSE. Mr. McDonald, what is the average time a substitute serves as a carrier before he is made a regular?

Mr. McDONALD. Well, that varies. It has run as high as five years in our city.

Mr. ROUSE. What is the average?

Mr. McDONALD. I would say about three years and a half.

Mr. ROUSE. At this time?

Mr. McDONALD. At this time. That would be about the average.

Mr. ROUSE. Do you know how many carriers there are connected with the St. Louis office at this time?

Mr. McDONALD. I couldn't give you the exact figure, but I think it is nearly 800.

Mr. ROUSE. Do you have any idea how many were connected with it about three years ago?

Mr. McDONALD. Well, it is virtually the same.

Mr. ROUSE. There has been no increase in carriers in three years?

Mr. McDONALD. Well, to the best of my knowledge, very few.

Mr. ROUSE. How long have you been in the service?

Mr. McDONALD. Twenty-nine years.

Mr. ROUSE. Are you satisfied with the 15 days vacation?

Mr. McDONALD. Well, I would be pleased if they gave us 30 days sick leave.

Mr. ROUSE. What about 30 days vacation?

Mr. McDONALD. Well, I would prefer to have it 30 days sick leave with the 15 days vacation. That is my own personal wish.

Mr. ROUSE. Well, you know of course, that employees in the District of Columbia have 30 days annual leave and 30 days sick leave, do you not?

Mr. McDONALD. Well, I was aware of that.

Mr. ROUSE. That is a fact. Now, do you see any reason why the employees throughout the country should not have the same benefit?

Mr. McDONALD. Not at all.

Mr. ROUSE. Now, just for your information, I have had a bill before Congress for some time to provide for that. [Applause.]

SECOND-CLASS POSTMASTERS.

Senator GAY. The next are second-class postmasters. The first speaker is Mr. B. H. Rucker, of Rolla, Mo.

STATEMENT OF MR. B. H. RUCKER, POSTMASTER, ROLLA, MO,

Mr. RUCKER. Mr. Chairman, I have merely a statement to make. As president of the State association I wish to say that we appreciate this opportunity of coming before this commission and stating our needs and necessities and having the opportunity of making such suggestions as might be helpful in arriving at equitable conclusions in framing laws to meet the new conditions. When this commission was to have met in Kansas City in November, I sent a personal letter to every postmaster in Missouri, regardless of his class, asking him to write to a committee which had previously been appointed, representing each of the different classes of postmasters. Each postmaster in Missouri was asked in this letter to write to this committee, stating to them the exact conditions in their local office, their needs, necessities, and requirements, and all the information that they had relative to that particular office, inviting any suggestions that they might have for the betterment of the service or for the betterment of the postmaster himself. The chairmen of these three committees are here to-day with briefs made up from the information derived from these letters received from the postmasters of the various classes.

There is no use of my going into details as to a lot of things that might be foreign to this matter, and I will call on Mr. Jackson, the chairman of the committee representing the second-class postmasters, to read you his brief and give you any information that this committee may ask from him.

Senator GAY. Mr. Jackson, of Mexico, Mo.

STATEMENT OF MR. W. R. JACKSON, POSTMASTER, MEXICO, MO.

Mr. JACKSON. Gentlemen of the commission, predicated the presentation of this brief, I desire to call attention to and make some observations in the matter of the Postal Service as it now exists and call attention to the fact that the only thing that the American people are getting now at prewar prices is their postal service. I desire to call attention, and as a matter of comparison, point to the fact that the Postal Service as it is now administered has been upon a sound economic basis that permits of a surplus, as is shown by the

Postmaster General's report to Congress for the fiscal year ending June 30. As a matter of comparison, I desire to call attention to the reports by which we are informed that the United States Railroad Administration shows a vast deficit in the affairs of the railway systems.

I desire also to call attention to a recent statement to the effect that the administration under Government supervision of the telephone and telegraph lines shows a material deficit for the past year. Gentlemen, I submit that the report of the Postmaster General showing a surplus in the administration of the affairs of the Postal Service reflects considerably to the credit of the administrative officials, the postmasters, and the supervising officers of the service relative to the administration of affairs under their jurisdiction.

I submit also that the executive management of the railroads of our country has remained practically in the hands of the men who through merit have risen in railroad circles to positions of an executive nature, and yet in the face of that the Railroad Administration shows a remarkable deficit. The same thing may be applied to the administration of the affairs of the telephone and telegraph lines. I say this, gentlemen, for the reason that I believe it reflects credit to the Postal Service, to the men who direct that great organization that has had so many extraneous duties handed to it in recent years and has still continued to function.

I desire, with your permission, to present this brief, which, as has been explained by Mr. Rucker, has been prepared after an inquiry and response from the second-class postmasters of Missouri.

Senator GAY. Mr. Jackson, I would suggest that you simply file that brief and tell us what you think is the best remedy in your own way. This brief will be printed as a part of the hearings, and as our time is necessarily limited, perhaps if you will just explain to us what you think is the remedy, we will be glad to have it.

Mr. JACKSON. I shall be very glad to submit to your wishes, Senator Gay, and I wish to state that of course the second-class postmasters deem that their salaries as they are at present are insufficient. We call attention to the fact that the salaries of all postmasters are fixed now on a basis of computation that was enacted in 1883—the act of March 3, 1883—and of course we realize that the Postal Service has been revolutionized in that time.

We feel, especially those second-class postmasters who are central accounting postmasters, that while we approve of the central accounting system as expediting the settlement of accounts, expediting the delivery of stamp supplies to the district postmasters, as being well worth while and a splendid acknowledgement of the wisdom of Congress in having established it. However, we feel that the postmasters who have had these duties and responsibilities added should be compensated for such. The suggestion of this committee is that the receipts of all central accounting post offices, including those from district offices, be made the basis of the fixing of the classification of the office and the compensation of the postmaster. I shall be glad to elucidate on that, Senator, if you desire.

Senator GAY. Go right ahead.

Mr. JACKSON. This means first of all that a first-class postmaster, which may be the central accounting postmaster of his district, will be increasingly compensated very little, if at all, because it just

merely adds the receipts from his district offices, which would not materially affect his salary under present schedules. It would add, in the case of second-class offices, not to exceed \$300 per annum. Such would increase my salary \$200.

Mr. ROUSE. How would that add \$200?

Mr. JACKSON. Well, it would increase the receipts of my office, Mr. Rouse, approximately \$15,000 a year.

Mr. ROUSE. You mean you would be given credit for the stamps that you handle for these other offices?

Mr. JACKSON. Yes, sir; the compensation being fixed upon the receipts of the office—the ordinary receipts of the office—this plan would count the receipts from district offices just as if they were ordinary receipts of the central accounting post office. And we submit that the handling of the district postmasters' accounts, including the shipment of supplies, the auditing of their quarterly statements, and the necessary correspondence that results, approximately equals the labor and responsibility that the ordinary increases—that is, the ordinary postal increases of the office—would involve. I trust I have made that plain.

Mr. ROUSE. How many offices account to you?

Mr. JACKSON. Nine. Three of which are third-class offices.

Mr. ROUSE. There is a proposition now which will be before Congress before the 1st of July to make these accounting offices into first-class offices and relieve the second and third class, second, third, and fourth class offices, of that work.

Mr. JACKSON. Well, I will say in answer to that, Mr. Rouse, that it would probably result in more or less confusion, because I believe that the smaller that you can keep the districts, the central accounting districts, the more expeditiously the central accounting will be handled. Now, for instance, train service in my district, in my county, will permit a requisition to be received from the district postmaster this morning and the stamps returned to him in the afternoon, never less than 24 hours. A requisition that may be received to-day would most certainly be filled and the stamps reach the district postmaster to-morrow.

Mr. ROUSE. How much time do you figure that these nine offices would take from your clerks or from yourself?

Mr. JACKSON. The district offices in my case and in the case of most second-class postmasters, I will say, the central accounting system is handled by the postmaster, of course with the assistance of the assistant postmaster and such clerks that may have a function in connection with the financial affairs of the office.

Mr. BELL. It increases your work considerably, doesn't it?

Mr. JACKSON. It increases the work considerably, Mr. Bell, and adds considerable responsibility in the matter of increased stock. For instance, the stock that I account for has increased from—I carry a stock now of possibly \$50,000, whereas prior to the central accounting system being adopted I carried a stock of less than \$25,000.

Mr. ROUSE. What is your bond?

Mr. JACKSON. My bond has been increased from \$8,000 to \$20,000.

Mr. ROUSE. You pay the premium?

Mr. JACKSON. Yes, sir. Now, is there anything further that you desire on the central accounting system?

Mr. ROUSE. No.

Mr. JACKSON. There are one or two other matters that we offer by way of suggestion in the service as it pertains to the employees. Let me read this paragraph:

Second-class postmasters are in hearty accord with the proposition of adjusting salaries of assistant postmasters, clerks, city carriers and rural carriers, that such positions may be made more attractive to capable young men and women.

Now, we feel that one of the great problems of postmasters of second class is the matter of securing competent clerical and carrier help. As the matter stands now, very few of the second-class offices have civil-service eligible registers that will permit of the appointment of competent young men to positions as substitute carriers or clerks, therefore we feel that every inducement to secure competent substitutes should be made within reason and on a basis of maintaining the Postal Service as a business institution.

Now, another suggestion that we would like to advance is in the matter of retaining substitutes, which, as has been told your commission time and time again, has been a great problem of recent years. It is our suggestion that the civil-service laws be amended so as to permit appointments from the civil-service eligible lists of substitutes for combined service as substitute city carriers, substitute clerks, and substitute rural carriers. I mean by that, that we establish one substitute list and that any vacancies that may occur among the employees of an office be filled from this one substitute list in order of seniority.

Mr. BELL. There is just one question I want to ask right there. For instance, a man was on the eligible register and there was a vacancy in the city carrier force, and he was used there—declined it, rather, and wanted a rural carriers' position; would he go off that list?

Mr. JACKSON. Under the present law, as you understand, Mr. Bell, he would not be eligible for appointment as a rural carrier.

Mr. BELL. I understand that.

Mr. JACKSON. I want him to be made eligible for appointment for any vacancy that may occur—rural carrier, city carrier, or clerk.

Mr. BELL. Well, here is something I want to know: If he declined the appointment to a vacancy, for instance, as city carrier, would his name then go off the eligible register so far as the other appointments are concerned?

Mr. JACKSON. Well, I would simply say, as a matter of suggestion, that if this appointment was tendered him and he declined as a rural carrier, we will say, then the appointment would be tendered the next substitute.

Mr. BELL. Would his name then go off the eligible register?

Mr. JACKSON. No; I don't think so, because by that time the substitute standing highest would have so made himself an experienced employee that he would be a valuable asset to the office, and therefore should be given an opportunity for appointment as a city carrier or a clerk, as the case may be.

Mr. ROUSE. Do you require substitute rural carriers to take the civil-service examination?

Mr. JACKSON. I would under this plan. Now, my point about that, Mr. Rouse, is the fact that if we can hold this open as an inducement to young men to take these examinations, that any vacancy that

may occur in the post office will be given them if they desire to accept it, and, as a result, more young men will come into the service through the civil-service examinations. As the proposition stands now—and I am at a loss to say, gentlemen, whether it should be a civil-service regulation or whether it should be a law; I haven't the information at hand—as the proposition stands now, the substitute carrier, after he accepts appointment as a substitute carrier, is not eligible to appointment as a regular clerk if there be a vacancy in the clerical force, and yet he may be qualified far better for clerical work than would be anyone whom we may be able to secure for that position; and of course, as the matter stands now, it would be necessary to transfer him through the Civil Service Commission from the substitute carrier roll to that of the substitute clerical roll.

Mr. BELL. Would you give a man the same rating as an applicant for clerk in the post office as that of a rural carrier?

Mr. JACKSON. Well, the examination now, as I understand it, is practically the same. Another thing, there is to be held an examination in my office to-morrow for the purpose of selecting eligibles for appointment as clerk-carriers and rural carriers. Now, I have taken the matter up with the district secretary of the Civil Service Commission and advised that it was against good judgment to conduct these two distinct examinations at the same time, for the reason that many of the boys who might want to take the examination for clerk-carrier would also desire to take the examination for rural carrier. Under the plan as suggested by this committee, of course, such would be obviated; and my suggestion to the district secretary of the Civil Service Commission was that these examinations should be held on different dates and permit these boys to take both examinations, rather than to compel them to take but one.

Senator GAY. Your time has expired, Mr. Jackson. Will you file your brief?

Mr. JACKSON. Yes, sir.

The brief referred to follows:

BRIEF SUBMITTED BY MR. W. R. JACKSON.

In the presentation of this statement regarding present conditions as they effect the Postal Service, and particularly as they apply to post offices and postmasters of the second class, the committee to which has been assigned this duty prays your indulgence in the consideration of the following statement of fact:

Preamble.—The present salaries of postmasters of the first, second, and third class, with certain exceptions, are fixed upon a basic rule of computation established by the act of March 3, 1883. In its general application the law stands now as it was enacted almost 37 years ago. In those days that are passed—gone forever—the postmastership was a sinecure—a position; in the new order of public affairs it is a job.

It is our contention that if the position of postmaster was worth, in salary, the amounts as fixed by the basic rule governing conditions of the early eighties, the relative conditions now governing the job of postmaster warrants a readjustment of this antiquated rule of computation.

Comparisons are odious, and we shall not needlessly burden the gist of our argument with facts that you well know. Suffice to say, the increased responsibilities and duties of the Wilson-Burleson type of postmaster compels his undivided attention—working more hours daily than do any of the employees of his office. As concrete evidence of this fact, departmental records will show very few leaves of absence granted postmasters during the past four years. This is explained by the fact that the postmaster's duties require his personal attention, and therefore are cumulative and must be disposed of after his return from an absence, compelling most arduous work that requires extra hours of application. Postmasters, therefore, have stayed with their work that prompt attention might be given to the matter of reports and correspondence, as well as proper supervision of the postal affairs under their jurisdiction.

Increased responsibilities entail added duties.—While it is true that much of our additional work of the past several years has been of an extraneous nature and due largely to the activities of the Postal Service in assisting other departments of Government in the important demands incidental to the successful prosecution of the war, nevertheless it appears that many of these added responsibilities that may have been listed as extraneous have become fixtures upon the Postal Service, and henceforth will be administered as a part of such. You gentlemen of the Congress are the better informed as to what the future holds in this regard.

Due to the resultant conditions upon the United States entering the war, second-class postmasters, particularly, were assigned a broad domain of added activities. We shall not burden your attention with details of such. You gentlemen are familiar with the facts that we second-class postmasters were asked to, and actively responded to, every request of the other departments of Government. As recruiting agents for the Army, the Navy, and the Marine Corps we were forced to do most all but the fighting. As our help to the Department of Justice in registering the alien German enemies we became finger-print experts; while our efforts in the enforcement of the espionage law were only exceeded by Hawkshaw. In assisting the Food Administrator we extolled the excellence of corn bread and, what's more, ate it. We chatted all with whom we came in contact in our endeavors to aid the Fuel Administrator. We can doubtless give you gentlemen expert advice on the revenue and income-tax laws for we were instructed to fully inform ourselves that we might, in turn, inform our patrons in the intricate task of compiling their returns. Far be it for you gentlemen to surmise, however, that the mastering of the income-tax law was for our personal information and application; in its wisdom Congress, both in fixing postmaster salaries and the legal exemptions, foreshadowed the possibility of such need.

In these and the various other capacities second-class post offices became the clearing houses for all information as to governmental activities, with the postmasters at the head of the bureau of information. Never before has the Government been brought more closely to the people and it remains that the post offices of our country for the vast majority of our people, will continue as the citadel of information and the postmaster as the legal informer on all questions of Government.

Through the exploitation and sale of thrift and war savings stamps much good has been accomplished in the inculcation of the habit of thrift and many children are now regular visitors at the post offices to invest their savings in thrift and war savings stamps. With these children in line before the stamp window are the business men, the bankers, and the money lenders, there to purchase documentary stamps, and these rub elbows with the druggists and the patent-medicine vendors buying proprietary stamps. These transactions, extraneous in the established rule by which the duties and responsibilities of postmasters were originally prescribed, are of a permanent nature, and we have accepted and will hold inviolate the duties and responsibilities so entailed.

Added postal problems.—In addition to the extraneous duties imposed, the functions of the Postal Service have been enlarged through the parcel post and other facilities for public service. In general the handling of incoming mail matter for delivery at second, third, and fourth class post offices, due primarily to the vastly increasing use of the parcel post by the wholesale and mail-order concerns of the large cities, exacts broad administrative attention and closer application to the executive duties of the postmasters. In this respect the revenue derived from this character of business is received and credited to the larger offices; the important function of delivery is effected by the second, third, and fourth class offices, a service for which credit in point of local receipts is received. It is obvious, therefore, the smaller offices are compelled to handle vast volumes of mail matter for which no additional compensation is allowed under the present rule of computation.

The central accounting system.—Too many second-class postmasters have been assigned added duties and responsibilities in connection with the central accounting system. While we do not desire to be understood as offering the slightest objection toward the adoption of this practical means of expediting the audit of postal accounts, for we feel that the system is highly meritorious, yet in common justice to central-accounting postmasters some recognition of the increased work and financial responsibilities entailed should be shown them.

In the consideration of the duties of the central-accounting postmaster as compared to those of the district accounting postmaster, as well as a comparison to the duties involved prior to the adoption of the system, it may be stated that much additional work and responsibility results as the added quantity to the central-accounting postmaster. The careful attention that must be given the accounting and recording of the various transactions, including the audit of the quarterly accounts of the district postmasters, necessarily involves time and labor. Considerable attention must be given to correspondence with district postmasters, and of necessity the central account-

ing post office must carry a much larger stock of stamps and stamped paper, thereby increasing the financial responsibilities of such postmasters. Inquiry among central-accounting postmasters indicate that prior to the system's adoption quarterly accounts of such offices were compiled and dispatched on or before the fifth day of the month following the end of the quarter. The central-accounting postmaster may count himself fortunate if he is able to get reports from all district offices, finish compiling his reports, including the audit of the postal accounts of the district postmasters, by the fifteenth of the month following the close of the quarter.

Custodians of Federal buildings.—Attention is called to the fact that where second-class post offices occupy Federal buildings to the postmaster is assigned the duties of custodian for the Treasury Department. While not arduous, yet such duties require much time in proper supervision and minute attention to departmental correspondence relative to the upkeep and care of the building.

Summary.—It is with pride that we point to the United States Postal Service as an efficient business institution, incomparable in all the world. We are proud that we have had a part in its highly successful functions during the past several years. Never in the history of the Postal Service has greater executive ability on the part of administrative and supervisory officials been required to maintain its own and extraneous functions of service to the American people. A continuation of an efficient service is demanded during this, the reconstruction period. We submit, therefore, the following suggestions as pertinent in the consideration of the subject matter before your honorable body.

Present-day postmasters.—In its many added functions the administration of the Postal Service as it applies to second-class post offices requires keen executive ability on the part of the postmasters. Such officials now must possess a knowledge touching all lines of human endeavor. His various duties relate more or less to those of the banker, the merchant, the farmer, and the teacher, for his prescribed duties now embrace functions pertaining to these vocations and professions. He must know the capacities and state of mind of the employees under his direction. He must be a judge of service—physical and mental—to obtain the results that prompt service demands. He must know his community, its resources, its desires, its possibilities, its limitations. He must know human nature that he may better understand the aims and ideals of his patrons.

Increased bonds of postmasters.—That the Post Office Department is cognizant of the added responsibilities entailed is indicated by the fact that the amounts of the surety bonds demanded of second-class postmasters have been more than doubled in amounts for those postmasters who have been recommissioned during the past two years. This, of course, has added expense to those postmasters who furnish the corporate surety bonds.

The reason for this increase of the bonds of postmasters is that the financial responsibilities of the official is greater because of increased stocks of stamps and stamped paper, new stocks of war savings and thrift stamps, new stocks of documentary and proprietary stamps, increased volume of money order transactions, increased volume of registered and insured mail matter, new and increasing volume of C. O. D. parcel post.

Postmasters' salaries.—We submit that with all the added work and responsibilities of second-class postmasters no increase of salaries has been allowed them, even though the cost of living during the tenure of office of present postmasters has reached the point where such postmasters find it absolutely impossible to live in their stations of life within the limits present salaries afford. Time was when the postmaster could devote some time and attention to other than his official duties, thus enhancing his income. Investigation will reveal, however, that present postmasters are giving their entire time and energies to their official duties and dependent entirely upon the emoluments of the position for their livelihood.

During our tenure of office we have seen the salaries and compensation of postal employees materially advanced; deservedly so, unquestionably. However, we assert that if the classification of the salaries of officials and employees was, in the beginning, fixed on an equitable basis that the existing salaries of postmasters are entirely below the standard established by Congress in the enactment of the act of March 3, 1883. If the increased salaries to postal employees has been worthily bestowed it is submitted that the failure of Congress to recognize the worthiness of postmasters in a similar manner has been but little short of discrimination.

Postal employees.—We desire to render our acknowledgement of the splendid and loyal service rendered by the postal employees during the past several years. Theirs has been a valiant service most creditably rendered. Many of these employees have been offered more profitable employment in other lines of business activities but have stayed on the job for the love of the service. In many marked instances such

has been at a considerable sacrifice and the second-class postmasters of Missouri desire to offer this word of commendation and approval of the self-sacrificing spirit that prevails among the loyal employees under our charge and direction.

Suggested legislation.—In the matter of remedial legislation we desire to be understood as standing firmly and with patience for the coming readjustment of economic conditions. We believe that the conditions now confronting not only the people of America but those of all the world, will, in time, become better. We do not believe, however, that the contemplated readjustment will ever bring living conditions back to the normal existing prior to the World War. We view with apprehension the advocating of those impractical theories that would endanger the Nation's welfare by such action that would fasten additional burdens of taxation upon the many in favor of the few. Our suggestion is that all increases of salaries and compensation be made upon a conservative basis with proper consideration given the actual needs that have and now confront us.

It is the consensus of opinion among the postmasters of Missouri that the basis of computing the classification of post offices be so changed as to permit the salaries of postmasters to be increased not less than 20 per cent.

It is further suggested that in recognition of the service rendered other departments of Government during the war that second-class postmasters be paid a bonus of 20 per cent of their then salaries, retroactive from July, 1 1917, and continue until the new classification of post offices becomes effective.

It is our suggestion that the salaries of central accounting postmasters be computed on a basis of their respective offices being classified in accordance with the actual gross receipts including the sales of postage stamp stock supplied district postmasters both for cash and net credits.

In this connection we desire to advance that the experience of central accounting postmasters shows that the additional responsibilities and work in keeping the accounts, auditing the quarterly reports, the preparation and shipment of stamp supplies for the district offices, in addition to the care and attention that the increased stocks of stamps and stamped paper made necessary in our offices, require as much, or more, time and attention than would our duties if the ordinary receipts of our offices were increased proportionately. It would seem only fair to the central accounting postmaster that the receipts from district post offices should be considered as a part of the receipts of his office in computing the classification of the office and the salary of the postmaster thereof.

Applying this plan to third-class central accounting offices, the receipts from district offices would, in many instances, bring them into offices of the second-class. Such would afford relief from present inadequate clerical assistance.

Second-class postmasters are in hearty accord with the proposition of adjusting the salaries of assistant postmasters, clerks, city carriers, and rural carriers that such positions may be made the more attractive to capable young men and women.

One of the greatest problems of the second-class postmaster is that of finding capable young men who will accept of and qualify for the positions of substitute clerks and carriers. The logical reason for this is that the allowances for auxiliary service are so little that substitute employees must depend almost entirely upon the vacation periods of regular clerks and carriers for employment. At the smaller offices this service does not justify a young man giving the time and thought required to make him proficient in the duties and the Postal Service is the sufferer as a consequence.

It is our suggestion that the civil-service laws be amended so as to permit appointments from the civil-service eligible list of substitutes for combined service as substitute would be eligible to appointment to any vacancy that may occur in the clerical, city carrier, or rural carrier forces of the office, and would prove an incentive to capable young men to accept of appointments as substitutes. In other words, substitutes could be secured if it could be shown them that they would be appointed to the first vacancy that may occur in the regular clerical city carrier or rural carrier forces of the office. As it is now a substitute clerk must qualify as a clerk and appointed regularly only as a clerk. He could not be appointed a regular carrier if a vacancy should occur in the carrier force. Our plan contemplates the establishment of a substitute list of employees and any vacancies that may occur in any of the three branches of the service will be filled by the employee standing first on the substitute list.

W. R. JACKSON, *Chairman,*
Mexico, Mo.,

R. H. WILLIAMS,
Louisiana, Mo.,

B. C. DRUMMOND,
Lexington, Mo.,

Committee.

STATEMENT OF MR. B. H. RUCKER—Continued.

Mr. RUCKER. There should be a difference between the second-class offices, owing to the number of district offices handled by them—for instance, Mr. Jackson, as a second-class postmaster, handles 9 district offices; I, as a second-class postmaster, handle 42 district offices. It takes just as much additional time and expense to handle one district office as another. The number of district offices to be handled by the central accounting office should be taken into consideration when you go to figuring the remuneration due the central accounting officer for his work.

Mr. ROUSE. Well, if that proposition that I stated a while ago is adopted by Congress it will not be necessary to continue that. All this work will be done by the first-class offices and the second, third, and fourth class offices will be relieved of it.

Mr. RUCKER. That is true, with this point, however: In your thickly populated districts where you have first-class offices, the plans suggested could be worked out, but in some of our Western States and western communities, with very, very few first-class offices, it would not work successfully, unless you made very large districts.

Mr. ROUSE. I talked with Mr. Koons about this, and he thinks they can.

Mr. RUCKER. Well, Mr. Koons knows. I will take my hat off to him on anything. He knows.

THIRD-CLASS POSTMASTERS.

Senator GAY. The first witness for the third class is Mr. McCrary, of Texas.

STATEMENT OF MR. MAX McCRARY, POSTMASTER, CALVERT TEX.

Mr. McCRARY. Mr. Chairman and gentlemen of the commission [reading]:

In the matter of investigation of salaries of postmasters and the employees of the Postal Service by the Joint Commission on Postal Salaries of the Congress of the United States.

In behalf of the postmasters of third and fourth class offices of Texas, and all other postmasters of offices of this size in the United States, I present herewith our claim for favorable consideration, in the matter of increased compensation:

We greatly appreciate the opportunity given for presenting our claims for it shows that Congress realizes the importance of the needs of the postal employees and is taking steps toward adjusting salaries and allowances on a basis of equity and justice. Realizing that the honorable commission is in possession of data and statistics, showing the amount of work done, salary and allowances of offices of third and fourth class and to the increased cost of living since the present schedule of salaries and allowances was arranged, it is unnecessary for us to take up your valuable time with a long discussion of these facts. We therefore beg leave to respectfully submit the following claims for a readjustment of our salaries and allowances.

Our present salary schedule has been effective since 1883 with an exception of an increase of \$100 in yearly salary and 50 per cent increase for clerical assistance which became effective July 1, 1919. As is well known by this commission the cost of living has increased in leaps and bounds until we are now facing a serious problem in the care and keeping of our families.

Added to the increased cost of living has come many added duties and responsibilities to our office, such as parcel post, postal savings, war saving stamps, revenue stamps, etc. During the progress of the war we cheerfully and patriotically stuck to our posts, doing the many things we were called on to do, such as registering alien

enemies, acting as recruiting officers, aiding in the apprehension of draft dodgers, taking an active part in all drives for war work, and since the war we have aided in distributing Government stores, acting as salesmen and delivery men.

The work at offices of this size has practically doubled during the past five years, as has the cost of living, but our salaries and allowances are practically the same. The lack of needed additional clerk allowance has added much to the burden of postmasters of the large third-class offices, more especially, as we have been forced to resign by and see our experienced and capable help resign and accept positions which pay larger salaries, thus causing us to use inexperienced and less capable help. Those offices of the third class which were appointed central accounting offices now have the added work and responsibility resulting from keeping accounts of district postmasters and carrying a greatly increased stock of supplies.

Rural carriers and other employees have been raised until now they are getting more than many postmasters at offices of third class while but few hours are required of them and comparatively no responsibility.

Postmasters of third-class offices average 10 to 12 hours work daily, and in rush season often work 16 hours per day, this being necessary on account of limited help and the importance of giving mail proper dispatch. The parcel-post business has increased to such an extent as to make it almost impossible for female help to handle the weight limit being extended to 72 pounds on all parcel post to third zone and weight of Government supplies placed at 125 pounds. This increases the problem of postmasters at offices of third class on account of salary condition, practically eliminating the possibility of good male assistants or clerks.

Every one recognizes the fact that United States mail system is not only the greatest but the most important business in the world, and therefore should be conducted by men and women capable of keeping it at the very highest standard of efficiency. This can be done only by the department paying salaries that compete with those of other institutions which are not comparable in greatness or importance.

I respectfully refer you to attached letters showing actual conditions existing in post offices in this size in Texas, and which are a fair example of conditions in all other States.

Here are these letters, gentlemen [indicating]. I won't take time to read them, but I wrote to nine different postmasters, all over the State, asking them to give me complete data on each office, showing just the hours of work, the amount of salary, the amount of clerk allowance, and so forth, and these are their replies, and I just attach those to my brief. (The letters referred to are on file with the commission.)

If there are any questions you would like to ask, I will be glad to answer them to the best of my ability.

Senator GAY. We will now hear from Mr. Applegate, of Keytesville.

STATEMENT OF MR. G. H. APPLEGATE, POSTMASTER, KEYTESVILLE, MO.

Mr. APPLEGATE. The gentleman from Texas has covered the situation pretty thoroughly, I think. Another man here, Mr. Ball, wishes to make a statement, and I do not see any use of my taking up the time of the commission, because the brief I intend to file with the secretary covers practically every point I have.

Mr. Applegate submitted the following paper:

STATEMENT FILED BY MR. G. H. APPLEGATE.

After a careful investigation of conditions surrounding third-class postmasters in Missouri, it is the desire of our committee to respectfully submit the following facts for the consideration of your commission:

Hearings recently conducted by your commission have acquainted you with the fact that added responsibilities and duties were imposed on postmasters of all classes during the past few years. While it is true that much of this extra and unusual work

was for the duration of the war, due to the fact that we were called upon to assist practically all other departments, it is also true that many of the additional duties will be of a permanent nature. After our entry into the war postmasters were called upon to serve as recruiting agents for the Army, Navy, and Marine Corps; also served as local representatives of the Treasury Department, the Department of Justice, and of the Department of Agriculture. All this, in addition to our postal duties, imposed and yet imposes a great hardship on postmasters of the third class. The lack of adequate clerical help requires the average third-class postmaster to work regularly from 10 to 12 hours per day and often longer. Our committee has received letters from practically every third-class postmaster in Missouri and in nearly every case the postmaster claims to work from 10 to 12 hours per day.

Compensation of postmasters and allowances for clerical assistance.—The worst problem now confronting postmasters of the third class, we think, is the inadequate salary and the small allowance for assistance.

The commission well understands that salaries of postmasters are based upon a scale of compensation fixed by Congress in March, 1883. This scale, in all probability, provided a reasonable salary for the amount of services performed in those days; but living expenses are much higher now, and have been for a long time, and will likely remain so. The vast expansion of the Postal Service, war savings, and proprietary revenue business make it impossible for one man to attend to the duties of the average third-class post office.

Our committee compiled a table which shows that the average compensation paid third-class postmasters in the State of Missouri is \$1,435.07, with an average allowance of \$300 per year for clerical help. We feel sure your commission realizes that it is absolutely impossible to obtain the services of any competent person for anything like so small a sum. In order to provide themselves with necessary help a majority of the third-class postmasters are required to take from \$300 to \$500 per year from their own salaries. The major portion of third-class offices require the services of at least one good and competent clerk—sometimes two in the larger offices—and this is true in all central accounting offices.

The Post Office appropriation bill for the present fiscal year provides a maximum increase of 50 per cent in allowances for clerical help in third-class offices; but this increase is left to the discretion of the department, and from reports received it seems that not 50 per cent of the offices are receiving the full increase authorized.

Rent, light, and fuel.—The allowance for rent, light, and fuel is another matter which we think should be brought to the attention of your commission. This applies to offices of the third and fourth class only. From various reports from over this State it seems nearly 50 per cent of the third-class postmasters are required to furnish the fixtures, or at least a part of them; also to make up the difference between the actual cost of rent, light, and fuel and the small sum allowed by the department for that purpose. We think Congress never intended that the postmaster should be required to meet these necessary expenditures in the public service, incurred for the benefit of the public, out of his personal salary, and therefore we respectfully suggest that your commission recommend to Congress that definite and adequate allowances be made such postmasters to cover these necessary expenditures.

Central accounting offices of the third class.—In many instances third-class postmasters have been given added duties and responsibilities in connection with the new central accounting system established two years ago. This change in postal accounting necessarily adds a vast amount of work in addition to the regular and usual duties of a postmaster. Many of the larger third-class offices have practically the same amount of work as the smaller direct accounting offices. The third-class postmaster at an accounting office, in addition to his own duties, is responsible for a number of other offices.

The careful attention that must be given the counting of the stamp supplies and the preparation of same for shipment to district postmasters, the proper accounting and recording of the various transactions, including the audit of the quarterly account of the district postmaster, necessarily involves time, labor, and responsibility. Considerable attention must be given to correspondence with district postmasters and, of necessity, the accounting office must carry a much larger stock of stamps and stamped paper, thereby increasing the financial risk of such postmaster.

While we do not desire to be understood as offering the slightest objection to the adoption of this practical means of expediting the audit of postal accounts, yet, in justice to central accounting postmasters, we respectfully submit that some recognition of the increased work and financial responsibility entailed upon them should be shown by a corresponding increase of salary.

Proposed legislation.—After a careful investigation into the needs of third-class postmasters our committee finds that with all the added work and responsibilities no increase of salaries has been allowed them, even though the cost of living during the

tenure of office of present postmasters has reached the point where they find it nearly impossible to live in their station of life within the limits present salaries afford. In the past postmasters could devote some time and attention to other than their official duties, thus increasing their income, but investigation will reveal that postmasters are now giving their entire time and energies to their official duties, and the majority of them are entirely dependent upon their salaries for their livelihood.

We respectfully urge the commission to make careful investigation into the needs of third-class postmasters. We think postmasters of this class should have a reasonable increase over present salaries, with adequate allowance for the employment of competent clerks to assist in the clerical work of the offices.

G. H. APPLGATE, *Chairman,*
Keyterville, Mo.,

ED. REAVIS,
Sweet Springs, Mo.,

MARY F. STEWART,
Mendon, Mo.,
Committee.

Senator GAY. The next speaker is James F. Ball, of Montgomery City, Mo.

STATEMENT OF MR. JAMES F. BALL, POSTMASTER AT MONTGOMERY CITY, MO.

Mr. BALL. Mr. Chairman and gentlemen, I am from the ninth congressional district of Missouri, Champ Clark's district, probably a man better known than any other man in the United States [applause], and I will state for your education and edification that Champ nominated me for postmaster.

Senator GAY. You got a good start [applause].

Mr. BALL. In the ninth congressional district, after I was selected by the third-class postmasters to represent them before this commission, which was then supposed to meet at Kansas City, I sent out to each one of the third-class postmasters a questionnaire prepared by myself. Those questionnaires I haven't with me, because I never had time to arrange them in proper form to present them to this committee, and among other questions was how long they worked in their office and how much clerk hire they paid, and whether the clerk hire was sufficient to pay the necessary clerical hire to give the patrons the proper service and the Government the proper service. In every instance the answer was that the clerical hire was not sufficient, and the amount of money that was then paid out prior to July 1 for clerical assistance was an average of 35 per cent, that the postmasters paid out of their pockets, out of their salaries, to get enough clerks, not to give the people the proper service, but to get by with. The average was 12 hours a day at work in the office.

Mr. ROUSE. Have they all been benefited by the 50 per cent increase?

Mr. BALL. I am speaking now about prior to July 1. Now after July 1 they wrote me that they were paying out from 15 to 25 per cent of their salaries, although they had received the additional 50 per cent clerk hire.

Mr. ROUSE. Had all of them received 50 per cent?

Mr. BALL. I think there was one or two that did not receive any. I wouldn't like to say about that, but some of them—there were a few of them. Now they either state that they paid that money out of their pockets for this additional clerk hire, or some member of

the family, either the wife or brother or cousin or somebody else get in there and does the work for nothing. Now during the war I paid out of my pocket \$67 a month out of my salary which was allowed me, for assistance to do the work. It was simply impossible for me to take a hand in the post office. I want to tell this commission now that something like three months ago I was requested by the department to prepare a list of the rural-route patrons of my office, indicating the persons in the family which was especially engaged in agricultural industries on a small scale and on a large scale, and I haven't that list prepared yet; I haven't it completed. I lack a few names, beginning with the W's, of finishing that inquiry sent out by the Government.

Mr. ROUSE. Whom did you get that letter from?

Mr. BALL. I don't recall, but I think from the First Assistant. I am not sure.

Mr. ROUSE. The First or the Fourth?

Mr. BALL. It may be. I don't know. I don't recall. But anyhow it came to me. Now what I want to tell this commission here is that in each and every case I asked this question, were they giving the Government the service it should have and the patrons the service they should have? Were they able to do that, and they said absolutely not, under the allowance since July 1.

Now, I am not a stickler as these other gentlemen are for increase of salary. I don't believe that is a good way to readjust things. I don't believe that. I am one of these old timers, you know, and while I think it is all right to have enough money to live on, I don't believe that is the way to readjust things, but I do think this, that, in the first place, way back yonder in 1883, at the time these salaries were all established, the basis was established, it was not even sufficient then. There never has been a time in the history of the Montgomery city post office when the money that is allowed for clerical hire was sufficient to do the business?

Mr. ROUSE. Now, how much money do you get?

Mr. BALL. I get \$1,200 a year and \$120 a year in addition thereto for working the mail for star routes, separating the mail for three post offices.

Mr. ROUSE. That is \$1,320. How many clerks do you have?

Mr. BALL. Now I have two. I pay one of those clerks \$80 a month. That is \$10 out of my pocket now. I pay the other one \$40 a month, and my wife makes more than two-thirds of a clerk in that post office without any compensation whatsoever; in addition to that I am paying about \$20 a month for janitor hire.

Mr. ROUSE. Your salary is about \$1,800?

Mr. BALL. My salary on the 1st day of July was increased by reason of the increased business done by the office, \$1,900, and then the bonus allowed makes me \$2,000. Now, that is the condition of my office and that is the condition of every office, only it is worse.

Now, without any personal allusion, I want to say that the post office at Troy, Mo., is in the worst condition of any office in the district.

Mr. ROUSE. Let us get back to your office a moment. Does the Government have a lease on the building?

Mr. BALL. Yes.

Mr. ROUSE. Well, that lease, don't that require the owner of the building to provide janitor service?

Mr. BALL. No, sir.

Mr. ROUSE. And heat and light?

Mr. BALL. No, sir; it requires him to furnish heat and light but the construction placed upon that by the department and also by the landlord is that only means the fuel, you understand, and we do the lighting. There was a furnace down under the building at one time but that is burnt out and we are using stoves in there now, and most of the time I carry the fuel myself.

Mr. ROUSE. Now you write the First Assistant and explain that situation to him and he will make you an allowance for the janitor service.

Mr. BALL. I want to say I have written to him so much, you know [laughter].

Mr. ROUSE. Let me tell you whom to write to. You write to Champ Clark, then [laughter and applause].

Mr. BALL. Now, Mr. Rouse, I want to tell you something. With all due respect to Mr. Koons—and I will never have a word of criticism to say for any of the men who are over me—I wrote to Mr. Koons about this matter and Mr. Koons disallowed it. He is doing the best he can with the funds at his disposal.

Mr. ROUSE. It won't cost you but two cents to write Champ Clark and you might get \$10 a month back.

Mr. BALL. Now this is the condition, you understand, of every post office.

Mr. BELL. That will be an official letter, so it won't cost you two cents.

Mr. BALL. Now the point I want to make is this: Here is what I want to get. My office is also an accounting office. Now this work dropped onto us on the 1st day of October without any notice whatever, and every report that came into that office was wrong, or else my mind was wrong, and it so worried me that I got on the train and came down here to see my friend Colin M. Selph, and we got together and Mr. Selph said: "Let's get somebody that understands the business" and we sent for the auditor—I don't see him in here now—but he brought in an armful of stuff, and every single one of them was wrong.

Mr. ROUSE. Well, they straightened you out?

Mr. BALL. No; we straightened them out [laughter]. We all got together and agreed on this accounting system. The accounting system now in these various districts—and I will specially say of mine—is in good shape, but the point that I want to make is this: Give us double the amount for clerk hire that we were allowed prior to July 1, and I believe that we can do the work with it.

Senator GAY. I understood you to say just a moment ago that you were not asking any increase in compensation.

Mr. BALL. Talking as far as I am individually concerned.

Senator GAY. I want to say you are the first of the kind that we have seen.

Mr. BALL. I will say this for the benefit of all these gentlemen here who are postmasters, that if the basis upon which the salary was fixed in 1883 was right, it is most terribly out of gear now; if it is right now, it was most terribly out of gear in 1883. That is what I want to say.

Senator GAY. We all believe it is out of gear, and we are trying to get the evidence necessary to try to rearrange it and get it in gear.

Mr. BALL. Now I will tell you what I think about that, Senator: I think that an increase of 10 per cent for the larger offices, third-class offices, and an increase of 25 per cent for the smaller third-class offices would be about right.

Mr. Ball submitted the following brief:

BRIEF OF THE THIRD-CLASS POSTMASTERS OF THE NINTH MISSOURI CONGRESSIONAL DISTRICT, PRESENTED BY JAMES F. BALL, POSTMASTER AT MONTGOMERY CITY.

The questions these offices request be considered are three and are as follows, to wit:

First, increase of postmasters' salaries.

Second, additional allowance for clerk hire.

Third, allowance for central accounting offices.

These questions are taken up in this order:

First, the salaries of postmasters as they existed prior to July 1, 1919, were fixed when wages were much cheaper than they are now and for that time were sufficient, but at the beginning of the World War everything went up by leaps. The section man in those days received \$45 per month, now he receives \$93. So have all other wages increased. Living expenses since then have increased. Some claim 70 per cent. It is safe to say 60 per cent would be a modest claim. A suit of clothes then costing \$25 to \$30, now costs \$75 to \$90, and of not nearly so good material. A pair of shoes then costing from \$3.50 to \$5.00, now costs from \$10 to \$15 and not nearly so good material, and so on for all family material necessities.

So the question naturally arises what would be a fair increase in postmasters' salaries. This of course can only be figured on a percentage basis. In our judgment the increase should be from 25 to 35 per cent.

Further, a number of third-class offices own their own fixtures and pay box rent thereon to the department. Many pay a part of the rent of the office and furnish all the fuel and light. This should not be. These should be furnished the office without any expense to the postmaster. The salaries of these postmasters should be from \$1,350 to \$2,400, owing, of course, to business done.

Further, all these postmasters state they work in their office from 11 to 13 hours a day. The average being 12 hours a day. The section man receives 39½ cents per hour. At 39½ cents per hour the third-class postmaster on an average should receive if allowed that wage \$4.74 per day. This wage would make the postmaster's average wage per month \$133. Query: Could the average section man conduct the average third-class post office?

The increase of work on the third-class postmaster in the past five years has been enormous. First, the parcel post has grown to an enormous extent. The Montgomery City office since July 1, 1919, to this date has insured 2,254 parcels. It is safe to say that this is only about one-sixth of the parcel post going out. Then there is the additional work imposed on these offices by the sale of war savings stamps and revenue stamps, special and separate reports to be made of sales thereof monthly.

The general expense and cost of living is so well known to all it isn't deemed necessary to discuss this, believing the commission will take this point as known to all mankind.

Second. Clerk hire in these offices. There is not a single office in this district but what needs one good, competent, capable assistant. The larger offices need two assistants. That is to say, offices from \$1,000 to \$1,500 should have one good, competent assistant and the offices from \$1,600 to \$1,900 should and must have two. These assistants can not be had for the present allowance. In order to give this assistance to these offices the clerk-hire allowance should be double the amount allowed these offices prior to July 1, 1919.

In support of this contention we state that from the questionnaires sent out by this representative to these various offices they state that they are now paying for clerk hire 25 per cent of their salaries in addition to the amount they are now allowed, or some member of the postmaster's family is doing the work gratis.

A question was asked these offices if they could render proper service to the public and the department under the present allowance for clerk hire. In every instance the answer was no.

These offices are unanimous in saying they must have double the allowance for clerk hire that they were allowed prior to July 1, 1919.

Third. Allowance for central accounting work. This was assigned to the accounting offices October 1, 1918, and is still in force. No allowance so far has been made these

offices for this work. It is difficult and tedious and takes a great deal of time. The question what is a reasonable allowance for the work is to be solved by this commission. We submit for the work the allowance should be as follows: For auditing a fourth-class office \$1 per month and for third-class offices \$2.50 per month. Suppose there are 16 district offices in each district, this would entail on an average of two additional registers a day, or 60 per month.

Opinion of representative as to postmasters' salaries and clerk hire.

If a sufficient allowance be made to these offices for clerk hire, as hereinbefore stated, so that the work of these offices can be done so as to render the public and the department the service each demand, would be a great relief not only to the postmaster but to the public and the department.

These postmasters do not have time to attend to official correspondence. Especially is this true of central accounting offices. All of which is respectfully submitted.

Supplemental suggestions added at the suggestion of the commission:

Ways to raise the income to pay the employees the additional salaries asked are many, but in my judgment the simplest and easiest are three, to wit:

First. Increase postage on first-class matter from 1 and 2 cents to 2 and 3 cents.

Second. Increase the postage on advertisement and second-class matter.

Third. Require all first-class matter to have the return card or address of the writer written or printed thereon before it be mailed.

The first two of these suggestions will furnish ample funds to pay any and all expenses occasioned by the demands of all the employees of all the departments of the service.

The third suggestion will save to the various post offices thousands of employees and greatly expedite the service of the various departments.

Senator GAY. It is not often that we have the pleasure of having a postmistress with us, and I am going to ask if Miss Stewart would like to make a statement before the commission.

STATEMENT OF MISS MARY F. STEWART, POSTMISTRESS, MENDON, MO.

Miss STEWART. Mr. Chairman, I doubt if there is any point that I might make but what has been presented to you, but there is one thing that I wish to mention which I do not think has been mentioned here this evening, and that is in regard to fixtures for third-class post offices. From reports we have over the State there are probably 50 per cent of the third-class postmasters furnishing their own fixtures. I am one of them. We are allowed nothing for that.

I should like to emphasize that fixtures be supplied by the department for all offices, even unto the fourth class.

FOURTH-CLASS POSTMASTERS.

Senator GAY. Fourth-class postmasters are next, represented by Mr. D. B. Sailor, of Buell, Mo.

STATEMENT OF MR. D. B. SAILOR, POSTMASTER, BUELL, MO.

Mr. SAILOR. Mr. Chairman, I have the honor of being the only fourth-class postmaster here, and that is partially evidence to show that salaries are insufficient to bring them to the city.

Now I have prepared a brief and it is based on letters I have received, being appointed as a committee, and here is a letter from Lupus, Mo., which states:

In order to put our cause before the commission, as a fourth-class postmaster, I will give some of my experiences as a postmaster of Lupus, Mo., a village of 164 inhabitants. I have one rural route of 27½ miles. Carrier receives \$131 per month. My total compensation for the year ending June 30, 1919, was \$519.40. Either I or my assistant must be on duty 12 hours a day, except Sunday, when I usually get off 3 to 4 hours.

with no holidays. I go over my rural route with my carrier every month or so in order to note conditions of roads and boxes, in order to make reports and keep in touch with my patrons. I have tried keeping the office in connection with a store. Will say it was such a disadvantage I had to take it to itself, as they will not go together.

Now here is a little comment. A majority of the fourth-class postmasters have to have some other business in connection with the post office in order to survive.

Mr. ROUSE. Well, does the post office add to the store or detract from it?

Mr. SAILOR. Well, it is pretty hard to serve two masters at once, and the general evidence is that it detracts from the store, or else they have to neglect the post office.

Mr. ROUSE. How many other stores are there in your town?

Mr. SAILOR. Well, there are three other stores.

Mr. ROUSE. Suppose you would resign the office would any of these men be an applicant for the post office?

Mr. SAILOR. No, sir; our post office was about to be discontinued and was going on the rural route, and through business courtesy and for the benefit of some special customers that asked us to take the office, we accepted the office in 1918, just to maintain the office, and I hire a clerk which takes the most of his time, and I pay him \$55 a month salary and give him half the proceeds of the office.

Mr. ROUSE. In addition to the \$55?

Mr. SAILOR. Yes, sir; and the proceeds amount to about \$1 a day. We get the cancellations.

Then he says:

I am running the office alone. It takes the entire time of one person; either myself or assistant must be on duty 12 hours per day. Now, I wonder if anyone will contend for a moment that it is fair or right for a postmaster to assume all the responsibility and pay rent and furnish fuel and light and an assistant for \$519.40 per year. The common laborer here gets \$4 and \$5 per day for eight hours' work with no responsibility and nothing to furnish. I have no doubt if this matter is presented to Congress in its true light that we will get justice. Also the railroad agent at this place gets \$1,500 per year for his services and furnishes nothing and only works eight hours per day; also gets his time off once a year. We also have two operators here that get \$1,320 per year each and only on duty eight hours with everything furnished. It requires about the same ability as a postmaster as it does to do their work, only longer hours. Now, I would like to know if anyone would contend for a moment that this is fair or right.

Senator GAY. Right there, now, what do you think the Government should pay a fourth-class office?

Mr. SAILOR. Now, I have that in the form of a brief here. I will turn to that part.

Senator GAY. I would like to have the figures put in right here.

Mr. SAILOR. We feel justified in asking for a reclassification with salaries as follows: Subclass A, yearly salary, \$1,620.

Mr. ROUSE. What is "subclass A"?

Mr. SAILOR. Well, that is the highest class of the fourth-class offices. Those offices that are nearly No. 3. It requires from 12 to 16 hours to run those offices, and this salary would cover their own salary and clerk hire—\$1,620 a year.

Then subclass B, yearly salary, which requires about 10 hours' duty offices—these offices could be arranged so the work could be done in 8 hours, 10 hours, and 12 hours, and in order to do that the post-office inspector could report to your commission and they could be subdivided into A, B, and C. The lowest class, which is the one like

I have where the work could be done in eight hours a day easily, could be classed as office C, yearly salary \$1,080, and we take care of the clerk hire.

Mr. ROUSE. Now, take your office, what time does your mail arrive?

Mr. SAILOR. Well, it arrives during the night and it is locked up in our station, the railroad station, and the agent opens that at 7 o'clock in the morning, and we get that mail and distribute it.

Mr. ROUSE. What time does it depart?

Mr. SAILOR. In the evening at 3.44. Then after we receive mail, that mail, and it is distributed we can close our office.

Mr. ROUSE. What time do you open the store?

Mr. SAILOR. At 7 o'clock.

Mr. ROUSE. What time do you close?

Mr. SAILOR. About 5.30 in the winter time, and about 7 during the summer months.

Mr. ROUSE. How about Saturday nights?

Mr. SAILOR. Well, my store is a lumber yard and hay, grain, and feed, and we close at the close of working hours, when the farmer is through with his day's work.

Mr. ROUSE. You don't raise any crops at night, then?

Mr. SAILOR. No, sir. Now our suggestion is that the classes be A, B, and C.

Mr. BELL. Mr. Sailor, I want to ask you just there, there are several thousand fourth-class post offices in the United States that now pay less than \$100 a year. The lowest rate paid to a fourth-class postmaster, as I understood you, under your plan, would be \$1,020?

Mr. SAILOR. No, \$1,080.

Mr. BELL. Would you pay those fourth-class postmasters \$1,080, several thousand of which now receive less than \$100?

Mr. SAILOR. Well, we don't know how that should be taken care of, but it might be done with the extra postage. Now, if an office is worth maintaining it is worth a man's time, and if you are going to use a man's time, the foundation of our Government is based on equality and justice to all—I will just read my brief, if I have the time. [Reading:]

TO THE HONORABLE CONGRESSIONAL COMMISSION FOR THE RECLASSIFICATION OF POSTAL SERVICE.

We assembled, D. B. Jones, of Stephens, Mo.; O. C. Singleton, of Gower, Mo.; and D. B. Sailor, of Buell, Mo., as a committee to plead a successful hearing before your honorable commission in behalf of the fourth-class postmasters of the United States.

Now the questions: Who are the fourth-class postmasters? What do they do? Are their duties numerous? How many hours do they work?

We beg to answer as follows: In the language of a ranchman, the fourth-class postmaster is the cracker of Uncle Sam's whip in the Postal Service. He is the part that comes in contact with the cattle, and makes the whole herd move. He is horned, trampled under foot, and at times nearly jerked from the service; but being of select material, and wielded by the strong arm of Uncle Sam, he is kept on the job daily. No Sunday; no holiday; no vacation; a full rounded up year's service.

What do they do? First they must own or rent an office; then equip with fixtures to suit his special needs; also furnish mail boxes for his patrons, whether they pay him rent or not. (Sometimes he can collect a little rent.)

Then he must have a stove and fuel for the winter, with a bright lamp for late hours, and good coal oil to replenish the light. Does Uncle Sam pay for any of this equipment?

Mr. ROUSE. What are your fixtures worth? What did they cost you?

Mr. SAILOR. Not very much. Just the fixtures for the post office, I think, \$15, for the boxes. Then we have a stove and counter. We have to have heat, light, and fuel.

Senator GAY. You would have that, anyhow, wouldn't you?

Mr. SAILOR. No; we have a separate room cut off for the post office.

Mr. ROUSE. How much do you collect for box rent?

Mr. SAILOR. About \$3.10 quarterly.

Mr. ROUSE. Well, you are getting about the value of your fixtures in a year.

Mr. SAILOR. Well, we have to pay for heat, light, and fuel. That all comes out of this. That has to cover the whole thing. That is all the extra we get.

Senator GAY. Most postmasters have this class of stores in connection with the post office.

Mr. SAILOR. Yes, sir.

Senator GAY. They think that it brings trade to their store. You don't seem to feel that that helps you any.

Mr. SAILOR. Well, we have a score of letters that I can place on file that show they have had to discontinue the store.

Senator GAY. They have kept the post office.

Mr. SAILOR. They have to keep it separate. We have scores of letters along that line. They couldn't maintain it without doing something else. The salary is insufficient. [Reading:]

Now, another necessary item is a broom, which must be used often, as the Missouri soil clings to her sons' feet till he reaches the rural post office.

Now it is 6 a. m. and work begins, distributing mail for local and rural route patrons, making up mail for outgoing mail trains dispatching several mail pouches daily in many ways, weighing parcel-post packages, stamping and answering so many numerous questions as a bureau of information on the parcel-post system.

Then insure, stamp, and register mail, apply special delivery stamps, forward mail to patrons that have moved or the wrong address has been supplied, fill out notices to mail-order houses that catalogues are held for return postage, parties addressed to are unknown, dead or moved.

Stamps sold, accounts kept; postage due stamps to be applied, and canceled; special deliveries made, registered mail delivered, and signatures taken and return cards stamped. Money orders written and separate accounts kept, and statements made, and the numerous branches of the war work which have been added, all together make a long hard day's labor for the honest, trustworthy, and patriotic servant of the postal system.

The hours necessary to perform these many duties vary according to the local conditions at the different offices.

At some offices only 8 hours are necessary, others 10 hours are needed, while some have to work 12 hours or more to complete their daily duties.

Now such conditions in our judgment should call for a subdivision or classification of the fourth-class post offices.

We as a committee to meet and confer with your honorable commission herewith offer and suggest the following three subdivisions to be known as follows: Subclass A, 12 hours' duty offices; subclass B, 10 hours' duty offices; subclass C, 8 hours' duty offices.

Under the above classifications a yearly salary could be paid which would be just and satisfactory, as each office would be paid in accordance with the amount of labor performed, which is one of the fundamental principles of our Government which was established to insure freedom, equality, justice, and humanity.

Now as to the salary of each office under the new classification. We suggest and refer your honorable commission to the Nolan minimum wage bill, which has passed the House and is now before the Senate.

What has become of that, please?

Senator GAY. It is still there. They want to get the treaty and a few other things out of the way.

Mr. SAILOR. Thank you. [Reading:]

We feel justifiable in asking for the reclassifications with salaries as follows: Subclass A, yearly salary, \$1,620; subclass B, yearly salary, \$1,350; subclass C, yearly salary, \$1,080.

Mr. ROUSE. Right there, Mr. Sailor, hadn't you better include more classes in there, to get down to the proposition of Mr. Bell a while ago, taking care of these offices that are now paying less than \$100 a year?

Mr. SAILOR. Well, they should be discontinued.

Mr. ROUSE. They should?

Mr. SAILOR. Yes, sir.

Mr. ROUSE. Suppose that the patrons would insist upon somebody taking the office, like they did in your case?

Mr. SAILOR. Well, if it doesn't pay, it is like any other branch of business, it should be discontinued.

Mr. ROUSE. What service would you give the people?

Mr. SAILOR. Rural route, star route, or something else.

Mr. ROUSE. How about the mountainous districts?

Mr. SAILOR. They could probably get mail once a week or once a month. Let them get poorer service until it pays. You see the postmaster has to give bond and he has to sign up, and his time belongs to Uncle Sam in taking the office, and if you are going to take his time, let us pay him or else discontinue the service. [Reading:]

Lastly but not least we ask your honorable consideration of a building furnished, or rental paid for suitable room with the necessary fuel and light for workable comfort in all fourth-class post offices.

We as a committee now have before us scores of letters which show unanimous complaints of furnishing fuel, light, and paying rents or furnishing houses for the fourth-class offices.

Now these have been itemized here, which run up into hundreds of dollars. [Reading:]

General complaint comes to us through letters which we have on file that fourth-class postmasters feel as though they are discriminated against, and as being poorly provided for under the present conditions when they see all other employees of the service so nicely equipped and comfortably provided for in their many offices.

We as a committee submit the above related facts for your honorable and serious consideration on the vital points of our service as fourth-class postmasters of the faithful type still serving the grand old U. S. A.

(NOTE.—The letters referred to by Mr. Sailor are on file with the commission.)

RURAL DELIVERY CARRIERS.

Senator GAY. The rural delivery service is next. Mr. W. S. Allen is the first speaker.

STATEMENT OF MR. W. S. ALLEN, CAPE GIRARDEAU, MO.

Mr. ALLEN. Mr. Chairman and gentlemen of the commission, I have not come up here with any oratory, but to give you facts and figures, if you will permit. I have a very short brief that I would like to read. [Reading:]

I, representative of the rural letter carriers of southeast Missouri, respectfully call your attention to salary conditions in our community.

With the present high cost of living and the equipment we are compelled to furnish and maintain, the present salary is absolutely too small to afford the rural letter carrier and his family a comfortable home and living.

The following expense account of myself, tabulated for the past 12 months, will substantiate the above statement:

Money invested in one horse, buggy, and harness.....	\$250. 00
One Ford car.....	575. 00
<hr/>	
Feed for six months for one horse.....	157. 70
Blacksmithing.....	25. 00
Pasture, six months for horse.....	24. 00
Operation of car for six months.....	244. 65
Depreciation of equipment.....	256. 25
Interest on money invested.....	49. 50
<hr/>	
Total equipment expense.....	757. 10
Living for family of three for one year.....	900. 00
<hr/>	
	1, 657. 10
Salary for year 1919.....	1, 398. 00
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Deficit.....	259. 10

In view of the foregoing, I respectfully petition the commission on behalf of rural letter carriers of southeast Missouri to recommend legislation that will give all postal employees sufficient wages that they can live comfortably and educate their children.

I will say I have made those figures very economical. I made this after I came up here; in fact, I didn't know I would have to file a brief, and I have made no allowance for doctor bills, church donations, Red Cross donations, or anything of that kind. I think you people know the condition of rural carriers without my telling you the condition. There has been a rumor at large—I hope it is not existing in Congress—that rural carriers have a little plantation or farm on the side of the village whereby they make their living, and what money they get from the Government is pin money. That is absolutely a mistake in my part of the country—and I can't answer for anything else, because I am not acquainted with any other part, but we have four carriers out of Cape Girardeau, and it takes nearly all day to serve our routes, and our horses and ourselves would not feel like making a crop if we had any more time on the side after serving the route. The cost of living in Cape Girardeau is just as high, in some respects higher, than it is in St. Louis. For instance, I noticed oranges here are 25 cents a dozen; we pay 45 cents. Potatoes are 90 cents a peck, sugar 25 cents a pound. We can't buy it at that, except very seldom.

Now, I have a 20.35 mile route, and my salary is \$1,500. I figure that the salary for this length of route should be not less than \$1,800, with from \$40 to \$50 a month for maintenance account.

Mr. BELL. How long does it take you to drive your route, and what time do you leave the office?

Mr. ALLEN. With a horse it takes me from five and a half to seven hours. It depends on the condition of the road. I have a lot of mud road. We are supposed to leave the post office at 8.30, but it is often nearly 9 o'clock, because we have a large relay mail to carry for city carriers. I have gone out of there from that post office and carried this mail for a mile, and didn't have room to sit in my seat because of the relayed mail, the whole front of the buggy piled full of

it and me standing on the step, holding on to a box in front of the buggy, built to put my mail in.

In the true sense our work begins at 6 a. m. When we arise, we go and feed, groom, and harness our teams before breakfast. Immediately after breakfast we hook team to buggy and drive to post office by 7.45 a. m., our schedule time to report at post office. We then route, tie out our own mail by 8.30, schedule time to leave office.

Now, it takes us from five and one-half to seven hours, and in many cases longer time, to drive our routes and return to post office and even then our work is not finished until our team is fed and bedded, which takes another 30 minutes. So you will note we spend more than eight hours' actual work each day. Then we must provide and maintain our equipment.

Mr. BELL. But you get back at 2 or 3 o'clock in the afternoon each day?

Mr. ALLEN. Yes, sir; about 2 or 3 o'clock. Then when the roads are real bad it has been 3.30.

Mr. ROUSE. How long does it take you with the machine?

Mr. ALLEN. Well, from 12.30 to 1 o'clock. I don't run fast with the machine.

I also think there should be some provision for substitute carriers. Now we have a hard time obtaining substitutes. We have four carriers there and only one substitute. We have been trying to get another substitute, but nobody will have it. But I will leave that to Congress to fix. It is not my business.

Mr. BELL. Have you any further statement, Mr. Allen?

Mr. ALLEN. None that I have in mind now.

Mr. BELL. The next speaker is Mr. W. H. Berthold, of St. Louis.

STATEMENT OF MR. W. H. BERTHOLD, ST. LOUIS, MO.

Mr. BERTHOLD. Mr. Chairman and gentlemen of the commission I will not take up very much of your time. I represent St. Louis County.

The speaker who preceded me pretty well covered everything except that he has not spoken of the locked pouch. I think there ought to be some compensation for locked pouch. We serve out of the St. Louis office from the substation—about half of the carriers of St. Louis County serve out of substations—and as anyone knows who lives in the suburbs, living is always higher than in the city, because you have more competition in the city, and the few business men in the suburbs are more independent and charge a higher price. The previous speaker dwelt on the salary of \$1,800. I think that is not too much for a rural carrier. I expect that you are fully aware of the resignations that have taken place in the Rural Delivery Service in the past year. By all means there should be some compensation for the upkeep of equipment.

Mr. BELL. In addition to the \$1,800?

Mr. BERTHOLD. In addition to the \$1,800.

Mr. BELL. What is the heaviest weight of lock-pouch mail that you have ever carried, do you know?

Mr. BERTHOLD. It varies. I have had, I think, up to 125 or 130 pounds.

Mr. BELL. Have you ever had to carry extra equipment?

Mr. BERTHOLD. No; I use the machine altogether. We have good roads, especially right around the city, and pretty nearly all gravel or rock roads. I have used a machine for the last five years as I found the ordinary wagon too small; it was a matter of getting a larger conveyance—either a two-horse wagon or a machine—and I chose the latter. My machine has a large body, and in that way I can stow away quite a bit of mail. Now yesterday we had an exceptionally heavy mail, but it is very uncertain, and for that reason we have to be equipped with a large conveyance. It is not the weight to which we object, but the space required.

Mr. ROUSE. What time do you leave the office?

Mr. BERTHOLD. About 8.30.

Mr. ROUSE. How many patrons do you serve?

Mr. BERTHOLD. I have about 830.

Mr. ROUSE. And how many boxes?

Mr. BERTHOLD. One hundred and seventy-seven.

Mr. ROUSE. How many miles do you have?

Mr. BERTHOLD. I have about 23 miles.

Mr. ROUSE. What time do you finish?

Mr. BERTHOLD. I finish between half past 11 and 12 o'clock.

Mr. ROUSE. What time do you leave the office?

Mr. BERTHOLD. At half past 8.

Mr. ROUSE. About three hours?

Mr. BERTHOLD. Yes; it takes me about three or three and a half hours to cover my route, about an hour to an hour and a half to route the mail, and 10 to 30 minutes to clean up the business on my return; all told, it takes me about five to five and a half hours a day. It used to take me two to three hours longer when I drove horses. We have two rural carriers in our office; the other carrier drives a horse; his mileage and conditions are practically the same; it takes him between eight and nine hours to get through. I am making the comparison between the automobile and the horse-drawn conveyance to prove which is the most efficient and to illustrate that a carrier should not be paid according to the hours he puts in on the job. We have two dispatches in the afternoon, one at 1 o'clock and the other at 6. My collection is dispatched at 1 o'clock for St. Louis and is delivered by the carrier on the same afternoon, and the next morning my patrons can have an answer. The collection of the carrier who uses a horse is dispatched at 6 o'clock and can not be delivered until the next day; consequently the answer to his patrons is 24 hours later. The Rural Delivery Service is here to stay and the carriers should be paid a living wage. There is no reason why he should not be paid as much as a regular carrier or clerk, with equipment maintenance the same as a mounted carrier. The standard route of 24 miles is a fair day's work. There should be some consideration given to a heavy short-route carrier who puts in considerably more office time to route his mail, for which he receives nothing. If he handles, let us say, fifteen or twenty thousand pieces of mail per month, he should draw the salary of a standard route carrier, regardless of what his mileage may be. There should also be some provision made for regular substitute carriers, who would serve vacations for a certain number of regular carriers to keep him occupied the year round.

Mr. BELL. Is there any further statement you wish to make?

Mr. BERTHOLD. No; I think I have covered everything fairly well.

RAILWAY POSTAL CLERKS.

Mr. BELL. The next is the Railway Mail Service. Mr. E. J. Kern is the first speaker.

STATEMENT OF MR. E. J. KERN, WEBSTER GROVES, MO.

Mr. KERN. I was appointed a railway postal clerk in 1893, and therefore I have been in the Railway Mail Service something like 26 years, and having passed through all of the grades from a substitute to clerk in charge, I am now clerk of grade 10, and it appeared to the gentlemen of this section that I was qualified to represent them before this commission.

I will first take up the question of how we arrived at a representative body. There were to be three speakers. First, we called a committee or convention of the group of St. Louis Railway postal clerks, and from an expression of that body there were 20 men selected, two from each grade. This was done in order that there would always be present a member from each of the classifications because some of our men are always on the road. We wanted a quorum present at all committee meetings. From that body was selected a briefing committee. In addition to that, there was a committee on questionnaires, and we submitted a questionnaire to each of the railway postal clerks in this group. In reply to those I think we had something near 500 returned, and upon the replies we have based our brief and our representations, together with the knowledge which we have gained in the service. Therefore, you will see, gentlemen, that we have attempted to secure a representative expression of all the men of this group.

The duties of a railway postal clerk are not clearly understood by the public, and, I dare say, possibly not by Congressmen who have not been on this commission. The Railway Mail Service is the artery of communication, of transmission, between post offices, and it is our duty to see that the mail is distributed, carried forward, and dispatched to its proper destination with the greatest celerity possible.

The duties of a clerk in charge on a class C line are, I might say, multiple. They partake in a measure of the supervisory officer, of the distributor, of a clerk who is detailed to an office as a clerk of record.

In the first place, a man in a full railway post office—that is, a clerk in charge—must supervise the work of his entire crew, whether it be 3 or 4 men or 10 or 15 or 18 men.

Mr. ROUSE. How many men do you have?

Mr. KERN. I have 11 men. He has to supervise the loading of the mails into the cars; he has to supervise the loading of storage cars, and oftentimes this storage mail is difficult, particularly if it is loaded to what we call "destination loading." For illustration, on the St. Louis & Little Rock we load a storage car for Little Rock, Ark. That comprises the local mails and connections between St. Louis and Little Rock and connections out of Little Rock. In addition to that we have what is known as the Texarkana storage car. That includes the mails of the third and fourth classes and parcel post to Texas, Arkansas, and to all of the Texas connections out of there; in addition to that, southern Arkansas and much of Louisiana west of the river.

In addition to that we have what is known as two units; that is, a unit of 60 feet divided between two cars, one of which is loaded to Houston, Tex., embracing Houston, Tex., connections, Houston mails, Galveston mails, and all of that territory adjacent, along the Gulf coast and south central Texas.

We have in addition to that a San Antonio storage car—that is, a San Antonio unit—and that unit comprises all of the southern part of Texas along the border, western Texas along the Southern Pacific, the Republic of Mexico, and connections out of San Antonio.

So you will see the clerk in charge of a railway post office covering a large distribution must necessarily have a knowledge of the distribution of almost the entire territory in his district. He may not necessarily have an accurate working knowledge—that is, to such an extent that he can distribute each of these States on a moment's notice—but he must have such a knowledge of the dispatch of the connections and such thorough information of the location of the offices that he will not cause this mail to be missent; and within recent years we have been very unfortunate in not being able to secure men who were qualified to cover this distribution, therefore, in all railway post offices—that is, full railway post offices extending out of St. Louis—we oftentimes have men who have not thrown any distribution at all. The result is, the clerk in charge being the supervisory officer, must necessarily be, perhaps, as I expressed it to my chief clerk, in four different locations at the same time, supervising that work, seeing that the mail is properly cared for and correctly stored. Now, in addition to that he must make a correct and accurate record of the work of his crew; he must see that his crew is performing duties incumbent upon it; that the members of his crew are making the proper reports and checks and such detailed work as is essential to the proper and safe conduct of the service. In addition to that he has a distribution assigned to him, and in many instances the distribution is as large as any distributor in the car or in the two cars. In other words, he has to supervise the work of loading several storage units and the mail cars, and distribute as much mail as any man in the crew, and that is the reason the railway postal clerks believe a clerk in charge has duties of such a nature and of such responsibility that he ought to receive a little higher salary than the man who is assigned to distributing alone.

In the smaller railway post offices, one and two man runs, it is usually confined to local work, but at the same time the one-man run or the single clerk has to perform all of the duties of all of the clerks of all of the grades and of all classifications, for the simple reason that he is the only man in the car to attend to all of the various duties which are detailed amongst 2, 4, 6, 8, 10, or 15 men. The volume of mail is not so great, but usually those runs are local runs, local trains, long hours, and long schedules, and that is one reason, gentlemen, that we have been presenting—I have been fortunate enough to have read the briefs submitted at previous hearings—why we have set our minds upon a single classification.

We base our arguments and our briefs upon a matter of time, because the time unit is the only certain, absolutely certain standard by which you may measure a man's work in this business. If a man in a full railway post office uses a great deal of his time in clerical duties at home—which is quite true because of the wider distribu-

tion which he must necessarily perform, because he must learn a greater number of States for distribution, and things of that character—the local man performs longer hours on the road, therefore our clerical time which we have to put in at home in order to be prepared for the wider work on the road, is counterbalanced by road time of the man on the one and two man run. We believe in addition to that that if a man performs his duties well and is subject to the call of the Post Office Department, at any time, day or night, to perform those duties, it is incumbent upon the Post Office Department to pay for that time. A great many men are under the impression that this classification as it exists to-day of A, B, C railway post offices is merely a stepping stone; that a man enters a railway post office in class A; he serves a time in that railway post office and is passed or promoted to class B; he serves a period in that, and when he is qualified he passes to class C. That is a mistaken comprehension. If a man is appointed in a class A railway post office, the chances are he will remain there so long as he is in the service, unless it is due to some reorganization which changes or necessitates a change of his position to some other railway post office. If he is appointed to class C classification he probably will remain there throughout his period of service unless there is a reorganization of the service whereby he is shifted to the surplus list.

The surplus list, gentlemen, in the Railway Mail Service has been one of great sorrow to the railway postal clerks, for the reason that after a service of 18 or 20 years a man has acquired certain grades and certain pay, and he is suddenly suspended because of some reorganization and finds himself on the surplus list. Immediately he has an opportunity to choose one of two things: He may be assigned to some other railway post office in that classification, if he chooses to accept it, or if he declines to accept, his salary is immediately reduced. Now, the Post Office Department in attempting to carry into effect the law has construed that law so that it has defeated the intent and purposes thereof, and many of our men have been moved or compelled to move, because of the circumstances surrounding their positions, from 200 to 600 miles, at their own expense, and when men's salaries and homes are jeopardized in such a way as that we feel that we are justified in asking that some condition be placed around us whereby we will not, after years of patient and earnest toil to gain the salaries which we have gained and the positions we have sought, be suddenly thrown into the air without any fixed salary or condition.

Time is the element which must necessarily govern all men's actions, so far as salary is concerned, where there is a nonproductive condition. The Railway Mail Service may not be compared to any other existing business. Absolutely there is nothing in public or private life that can approach it, for the simple reason that the conditions of service are so dissimilar that no comparison can be drawn whereby salaries may be hypothecated thereon. We must necessarily appreciate this fact, that if a man in a commercial walk of life can, by his activities in the field as the representative of the body, corporation, or business for which he is working, produce money, produce returns, his salary will go up because he justifies it by the returns that he gets for the parent house; here there is no such thing as that. There is absolutely no way by which a railway postal clerk

can increase his salary, excepting by promotion, and those promotions are exceedingly slow. In other walks of life men do attain a competence by superior ability, by superior application to service, but in this walk of life, no matter how hard you work, no matter how earnest you are, it is utterly impossible to increase your salary excepting through this element of promotion, because men in the Railway Mail Service, contrary to the conditions that exist in some other bureaus of the Government, are forbidden to engage in anything outside of the Railway Mail Service for compensation.

My own experience in this service proves conclusively that a man in the Railway Mail Service can not hope to obtain for himself and family more than the creature necessities and the possible acquisition of a home, and he is lucky if he gets that. In other walks of life it is different, because of the opportunities extended to him. There is no question in my mind, gentlemen, that the railway postal clerks' salaries ought to be increased. We recognize this fact, that this commission is not out for the purpose of increasing salaries, but for the purpose of adjusting salaries; yet inasmuch as we are subject through all the period of our lives in the Railway Mail Service to a constant jeopardy in the mail car, to constant jeopardy of changed conditions whereby our salaries may be suddenly dropped down \$100, \$200, or \$300, or we be compelled to move from one place to another, that there ought to be some compensation for that; and in addition to that, if all of our time, day and night, is subject to the Post Office Department, in all equity and in all justice we should be paid for that time.

There have been some statements respecting the railway postal clerks with respect to the supervisory force. The supervisory officers must necessarily supervise us at a long range. They can not be constantly in close touch with us because of the very nature of our work, and the clerks on the road, the men themselves, are the men who have built up and made this service what it is. Without that intelligent cooperation, that intelligent carrying into actual effect the instructions of the supervisory officers, the whole service would fall flat.

Mr. ROUSE. What is your run?

Mr. KERN. My run is from St. Louis to Little Rock, Ark.

Mr. ROUSE. How long does it take you to make it?

Mr. KERN. We are 13 hours on duty south. We are about 8 hours on the run south and 12 hours on the north run when trains are on time.

Mr. ROUSE. How many days of the week are you on and how many off?

Mr. KERN. I am on two nights and one day and off three nights and four days. Now, I should correct that by saying we are in Little Rock about seven hours.

Mr. ROUSE. Now, that time that you are off, how much do you actually spend in study?

Mr. KERN. You mean in our lay off, as we term it? I kept track of that for some time, Mr. Rouse, but I have forgotten the exact hours, but my recollection is that it was somewhere near an hour—a little under an hour, I believe—per day.

Mr. ROUSE. An hour per day?

Mr. KERN. Average per day. That means for 365 days in the year.

Mr. ROUSE. You think that average would apply to all the men under you?

Mr. KERN. I believe it would come somewhere near that, and some of the men would go over that. My reason for saying that is that a man who has been in the service as long as I have, this study is a great deal of it review, and in addition to that—now I am speaking more particularly of examinations—in addition to the study for examinations we have to be constantly reviewing our schedules and schemes and the changes indicated in divisional general orders and by special orders, but I think it would run right around an hour every day in the year.

Mr. ROUSE. What recommendation have you for increasing salaries?

Mr. KERN. Well, Mr. Rouse, we have agreed—this has been a very live subject among the postal clerks for some time, and we have agreed on a schedule ranging from \$1,700 per year to \$2,500, with \$300 for clerk in charge above that.

That is the general consensus of opinion among postal clerks in this section. That was one of the questions we asked in our questionnaire, What was their opinion with respect to the salaries which should be paid?

Mr. ROUSE. Now, this is not in line, but I might get your idea about it: I guess you handle a large amount of second-class matter?

Mr. KERN. Yes; we have a great deal of second-class matter.

Mr. ROUSE. If you were writing a bill to increase salaries, and at the same time searching your mind for the means to pay the salaries, would you consider increasing the rate of postage on second-class matter?

Mr. KERN. It is a question, Mr. Rouse, which I have studied somewhat, and I am of the opinion the second-class matter is not paying as high a rate as it ought to pay. The proposition has struck me as to what would be just to those people and just to the Post Office Department, and I have thought of this scheme—it is embryonic, however, in my mind—the advertiser gets a certain return from his advertising—I am speaking of the paper itself; he charges a certain amount of money for a page.

For illustration, the Saturday Evening Post, I believe, charges \$1,000 for a single page for a single issue. Why not charge a percentage on their advertising page? For illustration, if it is found by investigation that 3 per cent or 5 per cent or 10 per cent will bear that package through the country—that is, so far as the advertising matter is concerned—it should be increased to that, and let the balance, the reading matter, go through at the regular pound rate. But from my observation and the amount of work which it takes to care for second-class matter, I am of the opinion the rate ought to be increased. In addition to that, if you will permit me, I believe the rates on first-class matter should be increased. I believe people would be generally satisfied with the 2½-cent or 3-cent postage. I do not believe there would be much complaint. In fact, if you will pardon me for an opinion, I think Congress made a mistake in not leaving it at 3 cents.

Mr. ROUSE. That was a war policy; that was a revenue act and did not come from the postal committee.

Senator GAY. What about the increase on mail-order catalogues?

Mr. KERN. There is something in the mail-order catalogue that has struck me as an injustice. Four days ago I was in Little Rock. There were 600 sacks reported at Pine Bluff of mail-order catalogues from Chicago, which had been shipped in there by freight, and from Pine Bluff they were mailed out to first and second zone offices. Thereby they beat the department out of revenue which should be justly paid, because the transfer of all that class of matter really and truly is a postal function, and it ought to belong to it. I am of the opinion that the mail-order houses——

Mr. ROUSE (interposing). You would charge them postage, then, from the place where the catalogue was printed?

Mr. KERN. I think so. I don't think they should be permitted to go through on the parcel-post rate. You see, they mail on the pound rate under the parcel-post zone system. I believe it is an injustice to the Post Office Department and a great pecuniary benefit for the mail-order houses, without adequate compensating benefit to the public.

The brief referred to by Mr. Kern follows:

A STATEMENT OF FACTS PREPARED BY THE ST. LOUIS GROUP OF RAILWAY MAIL CLERKS SUBMITTED BY MR. E. J. KERN.

In attempting to place before you data and information respecting salaries and their equitable adjustment, it is our desire and has been our earnest effort to approach the subject in a true spirit of equity, asking nothing more and doing nothing less. In order that the joint commission may reach a satisfactory solution of the problem, we have arranged our data and information in the form of a brief.

HISTORICAL.

For many years previous to September 30, 1912, the salaries of railway postal clerk ranged from \$2.20 per day for substitutes, when actually employed in the place of regular clerks, to \$1,400 per annum for clerks in charge of full railway post offices. A number of years previous to 1904 the salaries of clerks of class 4 were \$1,150 per annum, and of class 5 were \$1,300 per annum. This was due to the inadequacy of the appropriation for salaries in the Railway Mail Service. The maximum of \$1,200 and \$1,400 for the respective classes was restored and remained as follows, until enactment of the reclassification act effective September 30, 1912: Class 1, \$800; class 2, \$900; class 3, \$1,000; class 4, \$1,200; class 5, \$1,400.

The reclassification act of August 24, 1912 (sec. 7, 37 Stat., 555, covered into Postal Laws and Regulations, 1913), under section 1549 provides: "The Postmaster General shall classify and fix the salaries of railway postal clerks, under such regulations as he may prescribe, in the grades provided by law and for the purpose of organization and of establishing maximum grades to which promotions may be made successively as hereinafter provided.

He shall classify railway post offices, terminal railway post offices, and transfer offices, with reference to their character and importance in three classes with salary grades as follows: Class A, \$900 to \$1,200; class B, \$900 to \$1,300; class C, \$900 to \$1,500. After September 30, 1912, clerks in class A shall be promoted successively to grade 3, clerks in class B shall be promoted successively to grade 4, and clerks in class C shall be promoted successively to grade 5, at the beginning of the quarter following the expiration of a year's satisfactory service in the next lower grade.

Clerks assigned as clerks in charge of crews consisting of more than one clerk shall be clerks of grades 5 to 10, inclusive, and may be promoted one grade only after three years' continuous, satisfactory, and faithful service during the intervening period. The appropriation act of July 28, 1916, amended the act of 1912 by omitting the word "continuous," and under the act of March 3, 1917, section 1549, paragraph 1, was amended by adding: "Hereafter when railway postal clerks are transferred from one assignment to another, because of changes in the service, their salaries shall not be reduced by reason of such change."

The section was further amended and in part superseded for the fiscal year ending June 30, 1919, by the provisions of the appropriation act of July 2, 1918, as follows: "Class A, \$1,000 to \$1,400; class B, \$1,100 to \$1,500; class C, \$1,100 to \$1,700: *Pro-*

vided, That on July 1, 1918, railway postal clerks shall pass automatically from the grades they are in and the salaries they received under the act of August 24, 1912, to the corresponding grade, with salaries provided for in this act: *Provided*, That the classifications and increases of salaries provided for in this section shall not be continued beyond the fiscal year ending June 30, 1919: *Provided further*, That the salary of railway postal clerks shall be increased during the fiscal year 1919 not more than \$2.00.

A provision of the law as approved February 28, 1919, increases the salaries of all clerks below grade 10, \$100 for the fiscal year ending June 30, 1920. Under the act of July 28, 1916, it was provided "railway postal clerks shall be credited with full time when deadheading under orders of the department."

The act of August 24, 1912 (37 Stat., 548), provided for travel allowance not to exceed \$1 a day for railway postal clerks assigned to duty in railway post-office while on duty after 10 hours from the time of beginning their initial run, under such rules as the Postmaster General may prescribe. This was amended by the act of March 3, 1917, raising the amount to not to exceed \$1.20 per day. The salary provisions of the act of July 2, 1918, were continued for the fiscal year ending June 30, 1920, by the act of February 28, 1919.

GENERAL STATEMENT.

By an examination of the law in existence previous to 1912 we find the salary of a clerk depended upon the character of the railway post office in which he was employed; the number of clerks in such railway post office, the amount of work done and the responsibility incurred by each or rested upon the daily average mileage traveled by each, in some instances the pay being less than the entrance salary for connecting R. P. O's. (See secs. 890 and 896, P. L. & R., 1893.)

The determination of the elements of importance, work done and responsibility rested within the discretion of the Postmaster General; the element of time consumed in the performance of the duties incumbent upon the clerks of the several classes or various railway post offices had no bearing upon the salary paid. The fact, as evidenced by section 916, that the employer demanded of each of his employees his whole time, whether the duties required active, continuous personal application to their discharge or not, appears not to have been considered. This rule still adheres.

Attempting an unbiased view of this important phase of our employment, we believe that an equitable adjustment can not be reached without giving marked consideration to the fact that if our employer (the Post Office Department) must, of necessity in securing efficient and satisfactory service to the people, require at the hands of its employees all of the employee's time, and, under the law, subject him to being prepared at all times, day or night, to answer promptly a call to active performance of duty, as a matter of pure equity he should be paid for that time whether the duty performed is relatively of great or small import. The employee holds himself ready at all times to perform the duty, whatever it may be, and the responsibility for the economical organization or conduct of the service must rest upon the employer.

The Railway Mail Service is an institution created for the purpose of conveying, distributing, and delivery of mail, and should be regarded as a whole and not parcelled out into sundry piecework propositions. Its purpose can not be carried forward without a conveying economically conducted, a distribution accurately accomplished, and a delivery certain and sure. Neither of these elements taken alone or any two of them will secure to the people that service for which they pay and to which they are justly entitled; therefore, there can not be, and of right ought not be, any discrimination as to the relative importance of one cog over another in this great enterprise. If each wheel in a watch must perform a certain function and be constantly in adjustment to perform that function, whether the watch is running or not it may not be said of that wheel that, because of the minute detail attached to its functions, because of its size, location, or revolutions it is relatively of little importance, because the watch without it must of necessity cease to act accurately and certainly.

From this we draw the conclusion that those clerks serving in the smaller R. P. O's are of just as great value as a clerk employed in the larger trunk line R. P. O., and should not be discriminated against in the matter of compensation. It may be argued that these clerks do not perform as hard work, do not have to prepare for the distribution of so many offices, do not have so much clerical work to perform, so many schemes and schedules to correct, but in reply to that it may be truly stated that the smaller R. P. O., wherein but one State is distributed, the clerk balances a larger percentage of road time against a larger percentage of clerical time performed by the clerk on the larger R. P. O. or the R. P. O. having a greater scope of distribution.

As a plain proposition, established by experience in this service, aside from the duties performed by the clerk in charge, the road service responsibility of distributors whether in class A, B, or C, should be weighted of equal importance and value, and

the time consumed probably of nearly equal extent, and should receive equal consideration in the equitable adjustment of salaries. The volume of mail distribution should have little bearing upon the compensation, because this is not a profit-sharing enterprise, except as it may be so considered as accruing to the social, commercial, and religious life of our people. If volume of business done by a clerk in one railway post office as compared with that done by a clerk in another railway post office is to remain the standard by which to measure compensation, the clerk in a trunk line should be paid manyfold times as much as the clerk in a side line extending 50 or 60 miles into a rural district.

The several classifications into which the railway post offices are divided are governed by the number of packages of letters distributed, the number of sacks of papers, and the number of registered pieces distributed. These classifications are arbitrarily fixed in accordance with the law granting to the Postmaster General the determination of their relative character and importance. There may be minor elements affecting the determination, but these are the main factors. (See departmental instructions to division superintendent and chief clerks, commonly known as the "Red Book").

An R. P. O. of class B or class C falling below the number of packages, number of sacks, or number of registers handled may be subjected to reduction of class and the clerk therein to reduction of salary because of such falling off in the volume of mail, although the duties incumbent upon him may be just as great, occupy as much time, and even require greater physical effort than before the reduction. The law provides that "Hereafter when railway postal clerks are transferred from one assignment to another, because of changes in the service, their salaries shall not be reduced by reason of such change." The Post Office Department has placed an interpretation upon the law which has defeated the intent of Congress by creating a condition of service defined by the terms "surplus list" or "surplus clerk."

For illustration: A change of any kind upon a given R. P. O. may reduce the classification, may relieve the necessity for a number of clerks of any grade or of all grades upon the R. P. O. In such case the clerk is granted the choice of accepting reduction in grade and in salary, if he desires to remain upon the railway post office where employed or accepting the standing of surplus clerk in his grade and pay until such time as he may be assigned to another or the same R. P. O. at the grade and pay he then holds and receives. If the opening for assignment to grade and pay is upon an R. P. O. heading out of a point remote from his place of residence, he has the choice of accepting, breaking up his home and his social relations, and moving with his family, if married, to the new place designated as residence by his superintendent. The cost of moving is perhaps greater than he can afford, he may own his home or paying for it, his children may have superior school facilities of which he is loath to deprive them, or any one of a number of things may cause him to regard reduction the lesser evil, and decline the transfer. Immediately his grade is reduced and likewise his pay. These facts can be substantiated by proof of numerous instances within the service. A few are here cited:

(Name of clerk withheld, but will be furnished if commission desires same. Number is substituted for clerk's name.)

161. Residence, Kansas City, Mo. Owned two houses. Moved more than 600 miles at expense of \$150.

157. Residence, Kansas City, Mo. Owned residence. Moved more than 600 miles, cost (estimated), \$200.

135. Residence, Sedalia, Mo. Owned residence. Moved to Kansas City; had to sell property in Sedalia. Cost of moving, \$100.

310. Residence, Kansas City, Mo. Owned residence. Moved to Springfield, Mo. Cost of moving, \$63.

193. Took reduction rather than move from place where he owned property. Cause, reduction in service. Loss to clerk in salary, \$200 per year.

If a railroad man employed in train service is transferred from one point to another, it is subject to his choice and does not involve a reduction in seniority or salary if declined. If accepted, transportation for himself, family, and household goods is furnished by the employer without cost and the change usually is at increased pay. He is also furnished transportation for himself and dependents over all of the system where employed, but the clerk must pay full fare. The treatment of the employee by the corporation is more equitable than that given to the employee of the Post Office Department. If this rule is to be continued, as respects the railway postal clerk, it appears no more than equitable that the precarious situation he finds in this respect justifies increased pay.

Under the law of February 28, 1895, a clerk may be required to change his residence if he entered the service subsequent to that time, and any change in the service neces-

sitating such change of residence may involve unusual expenditure upon the part of the clerk.

Clerk assigned to St. Louis and Jonesboro has moved three times within 20 months, account changes in service and reorganization.

Clerk, St. Louis, Moberly, and Kansas City, was directed to move from St. Louis to Kansas City and did so. He received orders at Kansas City to return to St. Louis and take run, having 24 hours' notice. His household goods were never unpacked or taken from depot at Kansas City, but shipped back to St. Louis, all at his expense. Cause, changes in service and bad judgment.

R. M. Gallup, St. Joseph, Mo.: Dismissed from service without prejudice. Cause, St. Joseph and Altamont R. P. O. superseded by closed-pouch service. He was an old man, had spent more than 30 years in the service, necessarily not so efficient as when first entering. A tragedy.

Clerk in Trinidad & Albuquerque R. P. O. was denied promotion, earned and due him, because chief clerk failed to certify record in time to be included in quarterly report. Lost promotion since April 1, 1918. Error in interpretation of the law.

Clerks in St. Louis, Moberly, and Kansas City, between Moberly and Kansas City, now in class B, R. P. O., formerly class C. Same work, same hours, same scope of study, same expense. A number of clerks in charge in St. Louis and Kansas City, and in St. Louis and Little Rock, placed on surplus list or suffered reduction (accepted) because of failure of heavy connecting line to maintain connection at St. Louis and mail diverted through other channels. Cause, loss of full car. These clerks have been restored to former salary under current law.

If this law is to be continued, it adds another element of uncertainty to the welfare of the clerks, and equitably should receive consideration in the adjustment of salaries. A necessary concomitant of any adjustment of salaries which may be attempted is the abolishment of classes of railway post-office runs, if the constant open door of dissatisfaction is to be closed. As a matter of record solely, it may be justified, but as a working principle or standard whereby salaries are to be fixed, the several classifications of railway post offices is devoid of the necessary fundamentals. A standard must be continuous, definite, and certain.

With the method of organization existing previous to September 30, 1912, we are not now concerned, except in so far as the present method is a modified form thereof and rests for justification upon identical assumptions. Under present organization the railway post office in which a clerk serves, his place of residence, his scope of study, his social and economic connections, in fact, his retention in the service, his salary, the welfare of himself and family are subject to the caprice of train schedules, the diligence, judgment, sound or unsound, of a supervisory official, reorganization of service conditions, or methods introduced by changing political administrations. These facts can be substantiated by proof of numerous instances within the service.

This is not an attack upon the administration nor intended to be in criticism thereof, but to show that the situation places clerks in constant jeopardy as far as salary, etc. is concerned, and that if this rule is to prevail the salaries of all grades and in every phase of employment in this service should be increased materially. Changes in schedules of trains, diversion of mails, reorganization of lines, reduction in quantity of mail distributed, railway post-office service superseded by closed-pouch service and other causes in nowise subject to control of the clerk, and in nowise due to his default, may reduce his salary, force him to move, or possibly drop him from the service. This will continue until the present classification of railway post offices is abolished and the true measure of time substituted therefor and clerks paid for their time. No other standard is so certain, so definite, so continuous, or so just to both employer and employee.

We, therefore, propose the adoption of a time standard as the only equitable method of salary adjustment. The method and details of said standard and its application to this service to follow lines similar to standards applying to employees of railroads in train service, to be worked out by a competent committee upon which railway postal clerks shall have representatives by them chosen. Full consideration to be given to railway postal clerks and the duties discharged by them in terminal railway post offices, transfer service and railway postal clerks detailed or assigned to offices of chief clerks or division superintendents.

Under present organization time is not of the essence of our employment nor the basis of our pay, and owing to wrecks, floods, detours, or any other of the numerous causes of delayed trains, road clerks spend many hours on duty in their cars without additional compensation: Trainmen upon the same train are paid overtime for such service. If one is justified, why not the other?

Where railway post-office cars are "operated through" as in the case of the St. Louis and Little Rock (cars operated from St. Louis to Fort Worth, and from St. Louis to San Antonio), and the Kansas City and Dodge City railway post office (cars operated

from Kansas City to Albuquerque) and runs of clerks divided on intermediate point. In the first named, clerks run St. Louis to Little Rock, Little Rock to Longview, Tex., and Longview to Fort Worth, or from Longview to San Antonio, according to trains operated, and in the latter the divisions are Kansas City to Dodge City, Kans., to Trinidad, Colo., and to Albuquerque, N. Mex. In such cases, clerks frequently—during the winter months especially—have to stay about the depot for hours awaiting the arrival of a late train, the situation being such that because of the indefiniteness of information as to actual time trains will be “in” they can not return to homes or to rooms for rest.

The departmental rule is that if a clerk can ascertain by phone or otherwise time train is due to arrive on late markings, he will not be credited with more than 30 minutes if the train is over an hour late, and if the train makes up as much as 30 minutes between terminals he will not be credited any time. One crew in the St. Louis & Little Rock railway post office in 65 trips lost 85 hours and 51 minutes, at night in the Little Rock, Ark., depot between time they were due to report and time train was scheduled to arrive. This crew left that point 65 trips, 106 hours and 30 minutes late, and arrived in St. Louis, Mo., 103 hours and 30 minutes late. They received not a penny for this overtime, neither were they allowed compensatory time. The injustice of not compensating clerks for time spent because of delayed trains is so apparent that further statement is deemed superfluous.

Another injustice under present organization to which your attention is directed is that of requiring terminal clerks and transfer clerks to prepare slips, correct schemes, schedules, the Postal Laws and Regulations (commonly called the Black Book) and the study of same for examination on time exclusive of their regular eight-hour schedule of duty in distribution or otherwise, and for which they receive neither additional pay nor compensatory time. Your attention is invited to the headings herein, the Transfer Service at St. Louis, and the Statement Pertaining to Terminals.

A clerk, in acquiring a comprehensive knowledge of distribution, of schedules of trains, of Postal Laws and Regulations, of the methods of handling different classes of mail matter, of the space system, must necessarily spend many hours of application to study. He may become as expert in his line as the most skilled operator, commercial or professional, yet have nothing of value to offer as inducement to employers in the general field of economic endeavor. His knowledge outside of the Postal Service is absolutely valueless. There is but one market wherein he can sell his labor, but one field where his knowledge and skill commands a price and that price has been heretofore and is now fixed upon arbitrary standards unsupported by scientific development. The relative weights resting upon a fiction of comparison with values in other assumed similar employment, when in fact there is no employment in commercial, profession, or other walk of life with which comparison, based upon actual facts, can be made, and values justly fixed thereby. These facts alone should figure potently in any salary adjustment considered or made.

Reference has been made to methods introduced by changing political administrations. As evidence of this, your attention is invited to the report of the Second Assistant Postmaster General for the fiscal year ending June 30, 1917, wherein it is related:

“As might be expected of a vast institution which originated on a very small scale and developed rapidly and hugely upon the same general lines, the operations of the bureau of the Second Assistant in course of time became barnacled with many sacred but impractical precedents and practices—not only as to its office methods but in the administration of its personnel, and even in its contractual relations with the great carriers of the country. A large part of the work during the past year fiscal has been devoted to freeing the bureau from antiquated and impractical methods and policies, with the view to diverting unproductive energies to more fruitful fields of endeavor.

“Another myth in the service of this bureau is that relations to certain seniority rights on the part of railway postal clerks. The belief was that, other things being equal, seniority in grade prevailed in the matter of promotions. The theory was that under a fairly well-fixed rule all seniority promotions would go to men in a manner that did not involve the judgment or favoritism of supervisory officials. The tremendous preponderance of superintendents, assistant superintendents, chief clerks, assistant chief clerks, and clerks in charge of a certain political party, to say nothing of other field departmental employees, which has grown up under previous national administrations, can not rationally be ascribed to accident, but rather indicates that in a great number of instances ‘other conditions’ were conveniently not equal.

“It is plain that a hard, fast, and undeviating rule of seniority as the sole standard for promotion would be unfair and discouraging to able and efficient clerks, while a flexible rule of seniority based on ‘other conditions being equal’ allows that limitless latitude for political reward that has under long years of control by one political

party resulted in manning the service with close to 100 per cent superintendents and chief clerks affiliated with that particular party."

In order to attempt the elimination of favoritism, political or otherwise, and to establish a uniform rule whereby advancement in the service might be had, the department inaugurated a system known as "the efficiency rating system." Theoretically it accomplishes the intention but in practice it fails woefully of definitely eliminating the personal or political equation. Favoritism may be as readily practiced under this system as under the doctrine of seniority adhered to by previous political administrations.

Observation and experience in this service, covering a period of 25 years, leads to but one conclusion, that the elimination of favoritism, personal, political, or otherwise, will not be secured nor a thoroughly economical administration of the Post Office Department assured so long as its directing head is changed every few years through the mutations of politics. There is but one remedy and that is to take the service out of politics, by placing its direction and administration in the hands of a commission, bipartisan in character and its membership appointed for 2, 4, and 6 years, the term of each member thereafter to be for not less than 6 years. This will eliminate politics, prevent the Post Office Department becoming "barnacled with many sacred but impractical precedents and practices," and assure a continuous study by qualified men, scientific development resting upon basic principles and practices, eliminate "that limitless latitude for political reward" and make of the Post Office Department what it should be, a great business institution, fulfilling the purpose of its creation—the transmission, distribution, and delivery of mail and the cost carefully balanced by a perfect service. Nothing short of this will satisfy.

With such a commission, composed of men of judicial training and experience and clothed with such powers as are found essential for the conduct of the business and with the right of the employee to appear before the commission and present claims, discuss service conditions and offer suggestions for improvement, a long step will be taken toward democratization of this service, and will, without question, increase its usefulness to the people. By such course Congress will be relieved from the constantly recurring representations made by underpaid and dissatisfied employees.

Passing from a general discussion of this important subject, and the conditions applicable to all branches of the service in every section of the country, your attention is invited to the scope of service covered by clerks centering at St. Louis, Mo. They work in every classification of railway post offices, including terminal and transfer service, in one of the largest and most important industrial and railroad centers of the United States. The States distributed by general scheme comprise all those between the Allegheny and the Rocky Mountains, and by standpoint a number of others not within this territory and schedules of dispatch of the entire civilized globe.

It is not intended to convey the idea that each clerk distributes all of these States or that each railway post office makes general distribution of all of them, but in the course of 10, 15, or 20 years each clerk, because of changes in his assignment, may of necessity learn the entire general distribution of his railway post office and a working knowledge of all standpoint schemes.

In any of the railway post office runs heading out of St. Louis a clerk in order to be efficient must be able to work three to five States by general scheme and other States by standpoint schemes. This is true also of the terminal located at that point. In addition to State schemes, distribution is made to carriers of the cities of St. Louis or Kansas City and in some of the railway post offices of both cities. Your attention is directed to this in order to indicate to you the importance of securing men who have the ability to learn the distribution and the capability of returning to the public a satisfactory service for which it must pay.

THE TRANSFER SERVICE AT ST. LOUIS.

History.—The transfer clerks' office at St. Louis was operated as a class C railway post office prior to April 1, 1915, with 14 clerks employed full time. On the date mentioned it was reduced to class A (sweeping order affecting all transfer offices), and by abolishing the use of shortage slips, the checking of delayed pouches carried to post office from the station, and the checking of pouches carried to and from St. Louis on closed-pouch trains, the clerical force was reduced to 10, but within a few months an additional clerk was allowed, making a total of 11.

In August, 1917, the office was rerated as a class B railway post office (departmental order affecting only transfer offices with 11 men or more). On the 1st of January, 1918, the St. Louis transfer office was abolished by it being absorbed by the St. Louis terminal railway post office. The same clerks continued to do transfer duty, but were classed as terminal railway postal clerks. All time not actually employed on

platform at Union Station was to be utilized by the terminal railway post office across the street, the clerks to act as distributors and helpers. All clerks were required to report at the terminal railway post office before assuming duty and after leaving duty to ring time recorder. One additional clerk was granted under this new plan, making a total of 12 who spend all or part of their time as transfer clerks. All clerks work a 48-hour week schedule with annual leave.

Duties.—The duties of a transfer clerk are not very clear to the average railway postal clerk. It may be generally stated that he is the buffer between the Post Office Department and the different railroad companies, and he must have a definite knowledge of proper relations, in order to properly guard the interests of the department. The following is a list of some of the duties in detail:

(1) Certain of the clerks assigned receive reports from clerks in charge of inbound trains which deal with irregular pouches dispatched; regular pouches not dispatched and cause; unworked mails and delayed mails; and the transfer clerk must state in his report disposition of such matters or action taken. In most instances there are official orders that bear on the subjects, which must be retained for instant use, but frequently a transfer clerk is required to make new decisions upon the spur of the moment.

(2) Other clerks assist in the separation of regular or delayed mails on platform at the cars of outbound trains, directing the loading of important trains. These clerks are also required to note all irregular pouches received by their respective trains and to advise clerks in charge of cause of failure to receive regular pouches due, to issue requests for emergency space required, and to attend to other matters that will facilitate the dispatch of all mails.

(3) Others will visit outbound closed-pouch trains, make a count of sacks carried, and when necessary issue requests for emergency space. These clerks must also advise baggageman regarding the dispatch of inland towns near his line which he may not know.

(4) Others make it their business to remain on main distributing platform to direct the dispatch of made-up mails by railroad laborers. In order to properly fulfill this duty, clerks must have a dispatching knowledge of at least 12 States, and have a good knowledge of the geography of the world, and the quickest way to get mail to all points therein. A careful study of schemes and orders, with the numerous corrections thereto, is positively necessary to remain an efficient transfer clerk at such an important junction point.

(5) There are considerable periods at certain times of the day when no trains are scheduled to arrive, but these periods are almost invariably shorter than time cards show, due to the late arrival of trains caused by cold weather, snow, high water, and railroad accidents. During these slack periods a part of the clerical force is detailed to assemble equipment necessary for dressing outbound railway post office cars, doing the actual labor of removing from surplus bins and placing on trucks as many as 300 No. 1 sacks, 40 No. 2 pouches, 20 No. 3 pouches, and 15 catcher pouches for a single train.

(6) And in addition there are numerous lesser duties, such as checking receipt of daily papers from the publishers, repairing damaged mail and making report of cause and place of damage, receiving and posting orders from 10 chief clerks located at various points for the information of clerks entering here, maintaining a supply of mail locks for use of railway post offices, and last, but not least, each clerk is required to make a daily report in duplicate of all matters coming to his attention during his tour of duty.

If one will stop to think that all duties outlined above are performed in a train shed covering 11 acres (32 tracks, each 660 feet long) where 242 trains arrive and depart each 24 hours (186 of them carrying mail), the importance of the work may be realized. No train runs through this station, every railway post office car and storage car is emptied here and reloaded for its return trip (except an occasional Pennsylvania storage car received loaded for Kansas City). With a single exception, all duties are performed upon platforms of the train shed among moving trains and steel trucks, where one must exercise all care to preserve his bodily safety. The exception mentioned is the work of assembling empty equipment, which is done in a damp and ill-smelling tunnel beneath the platform level.

Close.—Some difficulty has been experienced by officials within the past two years to secure applications from competent clerks for this service, owing to hours of duty, working conditions, and low classification.

Despite the fact that the recent increase in salary granted clerks in charge in this service leaves their pay yet lower than that received by foremen in charge of laborers who carry the mail from car to car, and the clerks who perform the duties outlined above are paid but little more than the laborers themselves, it is an important work, and one worthy of the best in the Railway Mail Service.

STATEMENT FROM GRADE 2 CLERKS.

Preamble.—In the ranks of the Railway Mail Service is a body of clerks of grade 2—salary \$1,200 per year. These men represent the most discriminated class of employees in the Railway Mail Service. Only their intense interest in the service has prevented them from resigning in larger numbers than they have. These clerks in the last five years have developed two characteristics to the nth degree—that of patience and fortitude. They have always looked forward to the time when they would be justly compensated for the intense effort put forth in the interests of the Railway Mail Service and the general public. The laws which have been passed by Congress have been denatured, the intent nullified, and have resulted in reducing them to the position of shaking hands with poverty.

If the grade 2 men could be assembled from all over the country, they would represent about as poorly clad class of men as exist. Many have not bought suits or overcoats for themselves and families in the last three or four years, several having received donations of cast-off clothing from more well-to-do relatives. That such a deplorable condition exists can be attested to by the signed statements of the men themselves. Through their extended substitute period and present low salaries, many grade 2 clerks have been compelled to borrow money until such time as the Post Office Department would act square with them and treat them as the laws intend, and let us as they care to interpret them.

The grievances of the grade 2 clerks are chiefly an extended substitute period with its consequent loss of promotions and the higher rate of compensation attached to such promotions. This can be easily remedied by making retroactive the clause in the Post Office appropriation bill (H. R. 19410) for the fiscal year ending June 30, 1919, which reads as follows:

“That hereafter any substitute railway postal clerk shall, after having performed service equivalent to 313 days, be appointed railway postal clerks to grade 1, and in computing such service, credit shall be allowed for service performed prior to the approval of this act.”

Attention is also called to the legislation enacted by Congress whereby a temporary increase in salary of \$200 was given railway postal clerks for the fiscal year ending June 30, 1919. This regulation resulted in the loss of the automatic promotions which were due all grade 1 men at this time. This amounted to \$100 for the year (July 1, 1918, to June 30, 1919), and was a bona fide increase in salary for service already performed; a recognition of faithful and efficient laborers for the preceding 12-month period. Remedial legislation along lines whereby these acts will result more favorably for the grade 2 clerk is respectfully suggested.

Present conditions.—Under present conditions, the Railway Mail Service is a slayer of all ambition. The work under rulings laid down in the last few years is such as to make it a drudgery instead of the pleasure it should be. A spirit of restlessness and complaint is evident throughout the service, which bodes no good for either men or service.

A ruling requiring the appointment of all substitutes to Terminal Railway Post Offices proved a sad blow to all substitutes who had taken the Railway Mail Service examination in order to serve on the traveling post office. Some had transferred from St. Louis post office to the substitute list of the Railway Mail Service only to be forced to accept an appointment in the St. Louis Terminal, located in the very same building as the post office, but under far less desirable conditions than in the post office proper, notably the poor lighting system and the lack of any ventilating system whatever.

The clerk is compelled to work eight hours in the terminal and then when he goes home, instead of devoting his time to his family, he must devote it to study, official correspondence, correction of schemes, schedules or book of instructions or any of the many other requirements in the life of a railway postal clerk. There is hardly another position where a man can not, after serving his eight hours daily, go home to his family and put his master's work from his mind. The Railway Mail Service never leaves the mind of a clerk for but a few minutes at a time. Single time for overtime and holiday service is not in accordance with present day relations between capital and labor. The grade 2 clerk has to accept it because he is compelled to work in a terminal where such obsolete conditions still exist.

Some grade 2 clerks had a small bank account to draw on, many others have been forced, by circumstances, to let their wives reenter the ranks of the employed, and many have contracted debts which they have small prospect of being able to pay in the near future. Without these resources, many would have had to ask charity in order to hold body and soul together. Many have bought homes on which they have had to stop making payments, merely paying the interest on the principal. A few admit that they can not even bring children into the world on account of the expense entailed. Shall such intolerable conditions be allowed to continue?

Training.—The constant application of the grade 2 clerk to his never-ceasing duties and examinations makes of him a specialist in the highest sense of the word, no less than a specialist in any other line of industry. Even on the street a clerk sees a name on a passing vehicle which is apt to be the name of one of the thousands of post offices memorized by him. In a flash it enters his mind what railroad runs through that particular town, what line it is a junction of, or what its local supply is. It is a form of labor where a clear head and a quick-thinking brain are an absolute necessity. He must have a good quality of gray matter coupled with a goodly share of common sense.

The study that the average grade 2 clerk has given to the Railway Mail Service in the number of hours is enormous, amounting to no less than one to three hours daily since his substitute appointment. What this would mean if applied to any other profession, where someone besides the Government would bid for the services of such a man, can be readily understood when it is realized what can be accomplished in two to five years with two hours daily at rigorous study and application.

The grade 2 clerk in the St. Louis district, has memorized and reviewed many times over two, three, or four States, totaling thousands of cards, takes regular examinations on same, also on postal laws and regulations, and any other examination his chief clerk may order him on.

Although the grade 2 clerk has been arbitrarily appointed to a terminal, much of his training during his extended substitute period has been on the traveling post offices. While on such duty, he had to know how to dispose of practically every State in the Union, and how to know the local of every line on which he worked, sometimes being on several different lines in one month. He has had training on every class of run, 50 to 350 miles in length, from one-man runs up, and on every kind of assignment from clerk in charge down. Can anything be more preposterous than that this highly-skilled labor should receive less salary than the ordinary class of unskilled labor? And with it all, the training of a railway postal clerk is never completed.

Compensation.—If the laborer is worthy of his hire, and lines of work similar to the Railway Mail Service pay much higher wages than the service, is it not a fact that the railway postal clerk in general and the grade 2 clerk in particular are grossly underpaid? He can not lay aside a fund for the finished education of his children. The average grade 2 clerk is an intelligent person who is able to appreciate the advantages of a finished education when embodied in his own offspring. It is a fact that many men drawing larger salaries than the grade 2 clerk care nothing about a complete education for their children, merely through their own ignorance of the advantages to be gained thereby. It would be far more equitable if these educational advantages were extended to the children of the grade 2 clerk.

A specific instance is the average mail or baggage trucker or his foreman, who in many cases is foreign born and an illiterate person. The comparison between this class of men and the highly trained grade 2 railway postal clerks is odious, yet they receive more pay for their unskilled labors than the clerk receives for his skilled labor. It is not fair that our Government gives such employees a high rate of extra remuneration and keeps the grade 2 clerks down to the lowest salary in order that a surplus may be created for the Post Office Department. This rough comparison has been keenly felt by the grade 2 clerks to such an extent that many have left the service, men who can absolutely not be replaced by the men now entering the service.

The men who are at present attracted to the Railway Mail Service, with its low salaries and bureaucratic methods, are not up to the standard necessary to an efficient Railway Mail Service. They can hardly be identified with the personnel of the Railway Mail Service of a few years ago. The grade 2 clerk at present salaries can not remain in the service and retain such a standard of living as would be expected of a highly trained specialist in the employ of the United States Government. The salaries of the present are pitifully inadequate. For the grade 2 railway postal clerk they must have a sharp revision—upward.

Summary.—The Post Office Department might have, and from the standpoint of humanity, should have interpreted various laws concerning grade 2 clerks, so that they would have acted more to their advantage. Notably the clause in the appropriation bill for the fiscal year ending June 30, 1918 (H. R. 19410), which would have made the appointment of the present grade 2 clerks date from the first 313 days substitute service performed.

Our efforts in the past have utterly failed to provide relief from the Post Office Department, and we now appeal to this commission, which is charged with a great responsibility, to rectify the errors committed by the Post Office Department. In justice to the grade 2 clerks, this commission can do no less than date their appointment as of the date they completed their first 313 days of service, thereby putting them in the advanced grade to which they now belong, and cause to be appropriated

sufficient money to pay all back salaries caused by the loss of promotions when such promotions were due.

Should this commission fail to do this, men who can not be replaced will be compelled to leave the already run-down Railway Mail Service, causing the Post Office Department an enormous loss in efficiency. Highly trained men will be forced out of their chosen profession, and the spirit of American justice and righteousness defeated.

TERMINAL R. P. O.

The terminal and transfer service, while closely related and in many cases combined under one head, has each its individual duties. The primary object of the terminal R. P. O. proper is the distribution of mail matter, while that of the transfer service is the general supervision of the handling of mails on station platforms while in transit from train to train, and the proper loading and unloading from cars. The knowledge required for the two kinds of work is entirely dissimilar. The terminal R. P. O. clerk must have a thorough knowledge of scheme distribution and scheduled dispatch, while the transfer clerk must know perfectly the arrival and departure time of all trains and the intricate details of the space allowance for each.

The terminal R. P. O. system was first inaugurated in 1911 for the purpose of distributing periodical mail matter, commonly known as "blue tag." This was dispatched in carload lots from the principal publishing centers by fast freight to the most convenient terminal for distribution, thereby effecting a saving of millions of dollars to the Post Office Department. It at once appeared that the terminal could successfully handle unworked mails brought in by R. P. O. trains in addition to blue tag matter, and this was accordingly added.

When parcel post was established, it was evident that on account of the large amount of space necessary for its proper distribution it could not be successfully and economically handled in cars, therefore, the terminal railway post office was the logical place for this class of mail, and to the terminals it went.

At about the same time advance distribution of made-up mails for the heavier lines was taken up by the terminals, thereby effecting a saving in clerical force and space in railway post office cars. Also the collection of circulars at convenient terminals, there to be distributed into a great many more directs than is possible in railway post office trains, was commenced. This results in a double saving—in clerical force necessary to the reworking of this mail on the roads and car space necessary for the work.

The examination requirements of terminal clerks are practically the same as road clerks—all are required to keep a live record on at least two and in many cases three States, embracing a total of from 4,000 to 6,000 offices. The requirement for clerks of grade 6 in a class B terminal railway post office, as set up by the Second Assistant Postmaster General's circular letter No. 821, June 16, 1919, is not less than 3,000 cards, but the fact is that a clerk of grade 5 in this terminal, in order to be efficient, must know the distribution of as many offices as a clerk of grade 6 in a class C railway post office, per this circular letter, and be thoroughly conversant with the proper dispatch of each office, however distant, from two distinct starting points. In addition, once each year they must successfully pass examination on the Postal Laws and Regulations as applicable to the Railway Mail Service.

Forty-eight hours of actual distribution per week are required of each clerk in the terminal, and the time required for clerical work correcting of schemes, schedules and black book (Postal Laws and Regulations), and the time necessary for the study incidental to the above-mentioned examinations must be outside his regular hours of duty.

Originally but seven and one-half hours' actual distribution was performed daily but early in 1915 an order was issued whereby eight full hours' distribution were required, and all examinations were eliminated except when a clerk's error record indicated that he was losing a knowledge of his distribution. Within a few months this order was rescinded in so far as the examinations were concerned, but the time allowance was never restored.

When first established, practically all terminals were of class C, and men, realizing the importance of the terminals, transferred into them with the distinct impression that they would remain in that classification. Since their establishment they have constantly increased in size and importance until to-day they are one of the fundamental essentials of the Railway Mail Service. However, notwithstanding their increased importance, after about three years, with no apparent reason, they were reduced to class A, where they remained for four and a half years, when, with no more apparent reason, they were raised to class B. These changes of classification have not only beat the men out of seniority right on the road which they had earned by long years of service but has deprived them of hundreds of dollars in salary to which they were justly entitled.

We believe that all terminal railway post offices should be restored to class C, and that the clerks should be reimbursed for the salary lost by the aforementioned changes in classification.

Clerks from the terminal railway post office are detailed to road duty in all classes of railway post-office lines to protect vacancies, fill vacation assignment, to take care of any unusual quantity of mails which may be received, to make regular help out in yards, when by so doing a man may be eliminated from regular road crew, or the appointment of an additional man be made unnecessary, and when so detailed they perform work properly belonging to the class in which the railway post office belongs, although they themselves belong to a lower classification and are paid at a correspondingly lower rate; that is, they may be, and usually are, clerks of grade 1 or 2 and perform service in a grade 5, 6, or 7 assignment. They must be competent and willing to do the work regularly assigned to a clerk drawing \$1,500 or more per annum and accept pay at the rate of \$1,200 or less per annum.

The fact that, with no apparent reason, terminals were recently raised to class B seems a tacit admission that they should never have been reduced to class A and the further fact that the examination requirements and the work performed are practically the same as a class C railway post office there seems no logical reason why they should not be of an equal classification.

The terminals, as operated to-day, are undoubtedly saving millions of dollars annually to the taxpayers of the country. They handle nearly the entire output of periodical mail matter (magazines), parcel post, and circulars in a much more efficient and economical manner than is possible in the limited space of our railway post-office cars. They are of prime importance to the Postal Service and to the public and should be rated accordingly.

Terminals are practically all located in the large cities, where living expenses are abnormally high, yet the clerks, since 1915, have been kept in the lowest classification, with no expense allowance such as is enjoyed by most road men, and, with the exception of the \$200 bonus allowed since July 1, 1918, practically no increase in salary. This has had one inevitable result—they have either been forced out of the service or into debt, which they can not hope to repay unless some relief is furnished.

Here again the question of economy arises. Many of our best clerks have resigned and many more will resign in the near future, thereby forcing the appointment of inexperienced men to fill their places, and the many months necessary to make efficient clerks of these new men has its cost in dollars and cents to the people of the country.

During the war the clerks were constantly urged to buy Liberty bonds, and through a sense of patriotic duty most of them responded. Owing to the meager salaries received, very few had ready money to pay for bonds and were therefore forced to buy on the installment plan. Many found themselves unable to keep up the payments and lost all or a part of what they had paid. Of those who succeeded finally in completing payments by far the greater number had to either sell at a discount or borrow money on their bonds to meet bills which had accumulated while they were making their payments.

Throughout the service there is a well-established opinion that, on account of the exacting nature of our work and the damaging effect on eyesight incidental to distribution by artificial light, that a time differential should be made in favor of clerks performing night service.

Terminals are operated on a 3-tour basis, each tour being on duty 8½ hours, with a 30-minute intermission for lunch. This results in a lap watch of 30 minutes when tours change. This time is of no particular value to the service and could be utilized to shorten the hours of night service with no particular loss in efficiency.

A matter particularly applicable to terminal railway post offices which has resulted in much dissatisfaction is the method of payment for overtime service. The method of computing the regular wage during any calendar month is to divide one-twelfth of the annual salary by the number of days in the month. But 6 days constitute a week's work, and the seventh day is compensatory time; therefore there are 26 work days and 4 compensatory days in a 30-day month. Twenty-six 8-hour days total 208 work hours, and one-twelfth of the annual salary divided by 208 will give the amount due for 1 hour's work.

Thirty 8-hour days total 240 hours, and one-twelfth of the annual salary divided by 240 gives the amount allowed for each hour's overtime service. Therefore it is plain that in any calendar week the pay for each hour's overtime service is only six-sevenths of the amount received for an hour's regular service.

As overtime service necessarily results in a curtailment of our clerk's home hours and is a detriment to his bodily health, we contend that such service should be compensated for at a higher rather than a lower rate.

New men entering the service perform the greater part of their first six or seven years' service in the terminals. The clerks of the terminals, by reason of the many injustices suffered during the past five years, are continually on the point of revolting, and a new man, receiving his initial training in such an atmosphere, is bound to have a detrimental effect on the personnel of the service for 20 years to come.

Give us a decent wage and working conditions, and we will give a service commensurate therewith.

ONE-MAN RUNS—CLASSES A AND B, R. P. O'S.

Road duties.—The clerk on a one-man run calls and receipts for registers, hangs up rack, labels the case, leads the car, checks and opens all pouches, receipts for all records all registers, distributes letters, papers, and parcel post, makes all local exchanges at stations, distributes all mail received from these stations comprising all States.

He is required to carry correct schemes for all States, make reports of failures and irregularities in receipt and dispatch of pouches, damaged parcels, etc., make and report emergency pouches when late, records time at junction points, ties out letter rack and paper rack, locks out pouches and piles all mail in different separations, unloads car at terminal after arrival and delivers all registers received to trains and terminals.

Home duties.—The one-man run clerk makes trip report for each trip, makes monthly tabulated report of mails distributed and registers handled, makes bimonthly report of all pouches received and dispatched and makes monthly report of errors checked. He has all register return receipts to check with records and file. He has official correspondence to answer regarding irregularities and changes. He has general and standpoint schemes to correct. He has schedules and Postal Laws and Regulations to correct. In addition to this, he has to prepare for examination on State or section State connections, space, and Postal Laws and Regulations, prepare for the next tour of duty by stamping and folding slips for letters, papers, and pouches, and prepare register return receipt cards.

Hour on duty.—The majority of one-man runs are local trains having long schedules. This with advance work and work of unloading mails and delivering registers together with frequency with which trains run late make long continuous hours on duty.

Compensation.—A clerk on a one-man run has practically all the responsibilities of the entire crew of a Class C line. He has as much road duty, more home work and longer hours on duty. He travels more miles, has more responsibilities and more schemes to correct than clerks, other than clerks in charge in a Class C line running parallel. They are not rated as clerks in charge, and receive \$200 less than a helper on a Class C R. P. O. Numerous instances might be cited.

These one-man runs are very susceptible to the vagaries of the administrative officials, who are continually looking at the service from a financial standpoint, regardless of the equitable rights of the clerk. By withholding a sufficient amount of money from an R. P. O., thereby denying a one-man run the additional help he ought to have, the salary is automatically reduced \$200, yet he is performing exactly similar work of higher grade clerks.

Remuneration and working conditions. In setting forth the conditions confronting railway postal clerks to-day too much emphasis can not be laid upon the fact of entirely inadequate remuneration for service performed. This handicap constitutes a menace striking at the very foundations of the homes of the clerks.

In order to ascertain actual conditions existing as a result of insufficient salary a uniform questionnaire constituting a certified statement was sent to each clerk, and by their replies the following information as indicated by various subheads was elicited:

I. In every case clerks made certification that the salaries received by them did not permit them to maintain the standard of living the social position equal to other salaried people in their community; in no case was there a servant in the home, except those whose wives are compelled to keep roomers to eke out the family income.

II. In no case did the clerk state his salary was sufficient for him to give his children a finished education, and in some instances certification was made that it was necessary to take children from school to go to work in order that more income might be had to provide the necessities of life.

III. In many instances clerks certify that they are unable to enjoy church or social life in their community because their salaries will not permit of donations to the church, and they have not proper clothing for themselves and family to enable them to appear suitably dressed at church and such social gatherings as there may be among the other salaried people of their community.

IV. Many are the instances where clerks have had to part with Liberty bonds and war savings certificates as soon as they were paid for, in order to defray necessary expenses.

V. There were many whose expense for necessities of life were in excess of their incomes, and they are drawing on savings of former years in order to meet such obligations.

VI. Clerks whose salaries range from \$133 to \$150 per month certify that they are paying from \$30 per month in families of two to \$110 per month in families of six and seven, for groceries alone. And out of the remainder of their monthly salary must come rent, fuel, clothing, doctor bills, and numerous other household expenses. In this connection may also be stated that certifications indicate that in individual families the percentage of increase in cost of necessities range from 20.75 to 20 per cent in 1919 over 1913, the percentage of increase certified in greatest number of cases averages 100 to 125 per cent within these years.

VII. Expense account allowed clerks is 50 cents for lodging and 50 cents per meal, to begin only after he has been gone from terminal 10 hours. Certification is made that this amount seldom meets the expense incurred during the trip, and in the few cases where expense account meets the actual expense incurred by the clerk on duty it is made possible only by clerk eating at cheap restaurants and being content with cheap lodging.

VIII. Many cases have been cited where clerks have been compelled to move, by the department, on account of reorganization of service, and have been obliged to sell their home and sacrifice other interests, also to pay moving expenses. Citation is made that these clerks were given the choice of moving or suffering a reduction in salary.

Certified statements also are made by clerks who have been promoted, but compelled to wait one to three years for the maximum salary rightfully belonging to men performing the higher grade work, because of a ruling prohibiting clerks from receiving more than \$100 increase in salary within one year.

IX. In relation to the eight hour day it may be stated that clerks who are expected to devote 1½ hours per day to home work and study, have certified that they devote as much as 3½ hours per day during the rest period at home to study and prepare themselves for the next series of runs. This added to the 6½ hours average day of road duty greatly exceeds the 8 hour day.

A man's whole interest is centered in his work and his home. When his salary is so meager that he is unable to meet household expenses, and continually falls behind his income; when he can not properly educate or clothe his children on the proceeds of his work; or lay by a little emergency fund for the inevitable day of need or old age, all of this when he is giving faithful and loyal service to his employer, as attested by his record in the keeping of his employer—may he not properly ask for an amelioration of conditions?

It is our sincere belief that the considerations extended by corporations to the employees should be enjoyed by railway postal clerks, after an extended investigation we find that the highest paid employees in our service (many of whom have owned their homes for years), receive barely enough compensation to clothe and feed themselves and family and in many cases it was necessary to withdraw the children from school before graduation in order to help meet expenses, and in some cases it was absolutely necessary to mortgage their home to do so.

The very exacting requirements of the Railway Mail Service argue strongly for a higher salary, the rules of the department forbid clerks to engage in any other occupation, and we are compelled to devote considerable time to study and preparation for duties.

The foregoing is a condition of affairs that should be remedied and in attempting a solution or remedy for such a condition, would suggest that the salaries of substitutes be raised to \$1,700; grade 1, \$1,900; grade 2, \$2,000; grade 3, \$2,100; grade 4, \$2,300; grade 5, \$2,500; and clerk in charge, \$2,800 per annum.

The result will be that the service will be able to retain the best clerks, which certainly is to be desired. It would be an attraction and an incentive to bring the best class of young men into the service. The service and the public whom we serve would be the gainers, and the cost small compared with the benefits obtained.

It is believed the commission should carefully consider the relation of a standard wage to the service men and its effect thereon, service and living conditions and justice to the clerk as such.

We all recognize the necessity of maintaining a thoroughly efficient service in order that the economic, social and moral life of our people may continue to advance, and unless this efficiency is kept at a high standard, business is adversely affected, social life disturbed and money wasted.

The relation of wages in this service and wages in other occupations is not comparable. Here we have a fixed process of advancement, deprived of opportunity for acceleration through display of unusual ability; there is no such thing as acquiring an interest in the business by investment of savings and thereby increasing revenue. Here there

is no inducement to the belief that anything approaching a competence may be secured because the wages paid have never been such as afford more than creature necessities and the acquisition of a home. There is no such thing as a competing house or office offering increased compensation as an inducement to enter its employ. The knowledge, the business training, the initiative acquired in this service is worthless in any other calling.

These facts are becoming known to live, energetic young men and is a vital reason why so many refuse appointment to this service, as well as the cause of so many of our best clerks resigning and entering other vocations. Those now entering the service are not of that high standard as those who entered several years ago. This is evidenced by the fact that if upon examination a grade of as low as 70 per cent is made, the applicant is assured of certification. Ten, fifteen, and twenty years ago it was necessary to make a grade of about 90 per cent in order to receive appointment. Of those appointed, many refuse, some accept, and remain but a short period. Just what percentage remain we can not say, but it is true that those who stay are rarely of such standard as we ought to have. This lowering of standards and the expensive labor "turn-over" should receive careful consideration by the commission and remedied at a very early moment.

As a further evidence of the effect upon the efficiency of the service, a few examples are given of examinations on distribution held in this division within the month. These are examinations of men appointed to the service about one year ago:

Clerk A, examined on 1,174 cards; offices missed, 621; 47.10 per cent correct.

Clerk B, examined on 1,174 cards; offices missed, 156; 86.71 per cent correct.

Clerk C, examined on 1,174 cards; offices missed, 117; 90.03 per cent correct.

Clerk D, examined on 1,174 cards; offices missed, 114; 90.20 per cent correct.

Clerk E, examined on 1,174 cards; offices missed, 239; 79.64 per cent correct.

Clerk F, examined on 964 cards; offices missed, 868; 10 per cent correct.

Clerk G, examined on 964 cards; offices made, 96.93 per cent.

Clerk H, examined on 1,174 cards; offices made, 96.93 per cent.

Clerk G was given the usual 90 days' notice for preparation, granted an extension of 30 days, defaulted on that date, and finally threw the examination after the lapse of six months. Clerk H had six trials and made the following grades: 67.56 per cent, 74 per cent, 89.84 per cent, 94.84 per cent, 94.59 per cent, and finally landed over the dead-line with 96.93 per cent. The standard set by the department is 85 per cent or higher, with speed of 25 per minute, and it is a well authenticated fact that a clerk who can not make a grade of 98 per cent is lacking in efficiency. These are not isolated cases, but just a few picked at random; many others equally as defective can be cited.

If the efficiency of this service is to be raised to its former standards, and the people given the character of service to which they are entitled, there must be such salaries paid as will attract capable, ambitious men into the service and hold them after they have entered, as well as retain those who have been and are faithful and efficient. The entrance salary has been and is too low, the advancement too slow, and the grade salaries not sufficient.

Candor compels us to say that many clerks who desire to remain in the service are awaiting upon the outcome of the joint commission's investigation and upon the decision regarding salaries, and unless there is a marked revision of pay favorable to the clerks, they must of necessity sever their connection with the service.

Our investigation of living costs discloses an average increase of about 90 per cent since the last revision of salaries, and with a due regard for the equities involved, with a wish to be fair, we are asking for less than we feel we are justly entitled, and submit the following as reasonable and fair:

Substitute, \$1,700; clerk, grade 1, \$1,900; clerk, grade 2, \$2,000; clerk, grade 3, \$2,100; clerk, grade 4, \$2,300; clerk, grade 5, \$2,500; clerk in charge, \$2,800.

In view of the disturbed condition of the economic world to-day, it may not be stated with any assurance of accuracy that there is any prospect that the high cost of living will decrease within a number of years, and by such reduction make the proposed salaries excessive.

We are waiting upon the commission, our faith for betterment of our condition rests with the gentlemen composing it, and we believe this investigation will commend to them the necessity for increased wages and that they will either report by bill or recommend to Congress the adoption of such measures as will attract capable, industrious, conscientious men into the service, and retain them, thereby creating in the interests of the public, efficient, economical, and satisfactory service.

We earnestly thank you for the privilege,

COMMITTEE REPRESENTING THE ST. LOUIS
GROUP OF RAILWAY POSTAL CLERKS,
E. J. KERN, *Chairman*.

Senator GAY. The next speaker is Mr. J. A. Muldoon, of St. Louis, Mo.

STATEMENT OF MR. J. A. MULDOON, ST. LOUIS, MO.

Mr. MULDOON. Mr. Chairman and gentlemen, I am here to speak about the overtime that the clerks make on the road. You gentlemen are all aware that trains are continually running behind time, owing to floods, engine failures, and things like that. The clerks who are on the train must stay with the train until it arrives at its destination: Now, they (the clerks) are not compensated for overtime like they ought to be compensated. On the organization sheet of the supervisory official in the chief clerk's office, the chief clerk takes all the overtime that the clerks make on a set of trains and he piles it up into one pile. He takes the number of trains or crews that are on that line and he divides it, generally by 4—about four crews to the line—then he divides that by 313 and he gets the general daily average that each man makes, usually around 8 or 9 or 10 minutes, resulting in nobody getting any overtime. Or, a better definition, for instance, there are four men working, and the boss says to one of the men, "You work three hours extra to-night" and to the other three men, "You go home." When it comes to pay these men, he takes the three hours that the one man made and he divides it up amongst the four of them. Thus you can see how unjust the system is.

Another thing I want to talk about is what we call the Christmas help out. Every railway mail clerk in the city is expected to make—or in the country—is expected to make a Christmas help out. Now, if you will notice from the papers all over the country, all the big institutions, corporations, and business houses have given their employees a bonus, but it is only in the Railway Mail Service where the employees have to give the Government a bonus. The general salary of the average postal clerk, we will say, for illustration, is about \$5 a day. Now, if you compute the amount of money that the postal clerks give back to the Government in the shape of a bonus, when there are about 15,000 active postal clerks concerned, you will see there is quite a lump sum of money which the clerks make a present of to the Post Office Department at Christmas time.

I sent out cards here in this district and I got a stack of them back, from all the clerks who made overtime during this Christmas holiday, and they tell the total of all the hours they put in. It ran from 17 to 33. In my own case, I gave 35 hours. That was the equivalent of four eight-hour days and 3 hours and 30 minutes. So you see what a present I made to the Post Office Department as a holiday gift.

There is another particular thing I want to talk about. It is the case of one-man runs. These one-man runs up until the reclassification act had enough business as a general rule to have a helper, but since the reclassification act the Government found that by cutting out that helper they could cut the clerk in charge's pay \$100 a year. Now, this one-man run—he does all the work that a big line does. He handles registers, makes out reports, distributes papers, distributes letters, does a lot of local work, does everything on a smaller scale that the big line does, yet he doesn't get anywhere

near the money. That is why we were talking about single classification.

Mr. ROUSE. How many one-man runs have you out of St. Louis?

Mr. MULDOON. I can't say offhand, but I believe there are maybe 8 or 10. I would not be sure about that, but it seems to be the policy of the department to divert the mail away or keep the mail off of the train or work it in the terminals, or dispose of it some way, so that it don't get out on the line, for if that clerk who is on the one-man run should have sufficient work to do that he would have to have a helper, he would become a different grade, and if he gets a helper he has to get more money, and the mere fact that he don't have the helper, presto, he don't get the money.

Mr. ROUSE. And the Government saves the difference between the salary of the terminal man and the salary of the railway mail clerk?

Mr. MULDOON. Yes, sir. And I want to also talk about the clerks under the grade of clerk in charge, a condition which I consider is rather unfair in this way: That those clerks have been in this business probably 10, 15, maybe 20 years; some of them for 8 or 9 years have been waiting for a promotion, right up against the gun all the time; have got to keep prepared for any emergency, ready for the lightning to strike, but the emergency never comes, on account of the surplus clerks. Whenever it happens that the department finds that they can take off service from some line, or a train is taken off, immediately they have a lot of surplus clerks. Congress passed a law for the benefit of these clerks that when the line was cut from any cause over which the clerks had no control Congress said that the salaries of these clerks should not be reduced, therefore the department can not reduce their salaries, but they put them on a surplus list, transfer them around, and just as soon as they find a spot where they can put them they throw them in there right ahead of the men who have been waiting and working all these years for promotion. They can not get the promotion they have been expecting, because the surplus clerk is right there to step in and take it. Now, we consider that kind of manipulation unfair to those lower grade men. There should be some provision made to take care of these lower grade men so that when a promotion hoves in sight it should not be snatched from their grasp after they have been in all those years working for it.

Mr. ROUSE. Do you have any experience with lock-pouch service?

Mr. MULDOON. No; I have not. But, being as you asked me—you mean closed pouch service?

Mr. ROUSE. Yes, sir.

Mr. MULDOON. I will tell you a story that was told to me about the closed-pouch service. This is not in a spirit of criticism, or anything of that kind, but it came to me from a man who walked out to the car while they were switching the mail car at Monett, Mo. He wanted to mail a letter. He said as he handed me a letter with a special delivery stamp on it: "I hope this letter has better success in reaching its destination than the last letter I mailed." Of course, my mind being rather slow and cumbersome, I didn't think to take his name or his business address. He said: "I was down in southeast Missouri and I called on some merchants, customers of mine, and one of the merchants gave me an order on condition that I would

get his stuff back to them right away. I knew we had the stuff in the house, therefore I felt assured in making a promise that I would get it right away. I transacted my business; I went to the hotel and wrote out my orders, feeling sure that I could take this letter down to the train and mail it. When I got down there there was no clerk on the train and I couldn't mail the letter. I was very much disconcerted, because I made that promise to that man and hated to go back on it. I knew he would give me no more business. I walked back to the post office and I asked the postmaster what could be done. He says, 'The letter can't get out until the next day.' Well, I left the letter with him. I went to the next town and transacted my business and got through earlier than I expected, and I went on farther"—I suppose he meant Cape Girardeau, Mo.—"where I got on a train and came into St. Louis, there I went down to the store and we filled the order from my memorandum book and shipped the goods the same day. The letter with my order in arrived 24 hours after." He was very severe in his criticism of the department. He said, "When I pay 12 cents for a letter, I ought to get the same kind of service down there that I get in St. Louis for the same amount of postage." That is a story of the closed-pouch service. I thank you.

Senator GAY. One of the gentlemen of the Railway Mail Service, Mr. Robert V. Le Pique, wanted to be called when we had that section up. We will be glad to hear you now, Mr. Le Pique.

STATEMENT OF MR. ROBERT V. LE PIQUE, ST. LOUIS, MO.

Mr. LE PIQUE. Mr. Chairman and gentlemen, I appear before you to-day in behalf of the grade 2 clerks of the Railway Mail Service. I want to lay emphasis on the fact that we have had a very extended substitute period. If conditions to-day were the same as they were in our substitute time, we would have no just cause to ask for adjustment, but there is at present a law—H. R. 19410, appropriation bill, fiscal year, 1918—providing for the appointment of substitutes as clerks of grade 1 after 313 days' service. When that law went into effect most of the present grade 2 clerks had a substitute service equivalent to one thousand or more days, and we think this law ought to be made retroactive in order to compensate grade 2 clerks for what they have suffered in loss of promotions, etc. That law was very unfortunate, inasmuch as it did not specify that it should be made retroactive.

There is another law giving us the \$200 war bonus. This defeated us from receiving our \$100 automatic promotion which we were entitled to. In the period of our substitute period we did a great deal of study, study that if put to any other vocation would give us now, after six years' of service, a training that would call for a salary much better than we are getting.

With the advance in the cost of living, the long period of substitution, any available surplus of the clerks has been used, and grade 2 clerks have been reduced to a state of hand to mouth living. Our standard of living has been of necessity low, and if we would catch up with our debts it is almost imperative that grade 2 clerks be given back pay for the time they were forced to substitute, a period ranging from three years up. This has caused a great many men to leave the service, men who can not be replaced. They have received an in-

tensive training in the railway mail service; their training has been on every kind of railway post office in the State, and also in supervisory offices; in fact, their knowledge of the railway mail service covers everything from A to Z, and the few clerks that have remained in the service, of grade 2, are inclined to be sanguine of the findings of this commission, and although they have had to make a great many sacrifices to remain in the service, many of the men having had to let their wives go back to work, or their children to work—withdraw them from school—still they wish to stay in the service, but of course they can not stay unless they get a salary that will keep them in ordinary living circumstances.

I could speak for hours, giving personal anecdotes of my own or other clerks' experiences, things that we have actually suffered, but I have confined myself as much as possible to generalities, trusting that our brief and the questionnaires submitted by the clerks would cover everything that is essential, showing that we are actually in need.

Now in speaking of the terminal railway post offices of the Railway Mail Service, it was an innovation a few years ago to establish terminal railway post offices, cutting down on the space in the regular railway post office cars. When they were established they were classified as class C, the highest classification in the Railway Mail Service to-day. A few years later they were reduced to class A, the lowest classification. Now, about a year ago, the terminals were again changed, this time to class B, the intermediate grade between A and C. Now if they were class C originally, and then class A, and then transferred to class B, it was rather a tacit admission on the part of the Post Office Department that they should never have been reduced to class A, inasmuch as the work is just as important now as it was in the time when they were class C; in fact, it is more so now.

We perform eight hours' service daily, some of the clerks in daytime, night and early morning hours. We have three eight-hour shifts. We have many examination requirements. The requirements are such that they equal those of most railway postal clerks on different lines. All clerks have to have an examination record on 4,000 cards up; hardly any clerk in the St. Louis terminal has an examination record on less than 4,000 cards, which is about two States. A majority of them have an examination record on three States, and some four, all on general scheme, varying in trick and distribution. In addition to that they have examinations on the postal laws and regulations yearly. These case examinations are examinations by general scheme of States and take place every six months, and less than 98 per cent is not considered a good grade.

In addition to these examination requirements he has official letters to answer and he has schemes and schedules to keep corrected, and from general orders, which are issued every week. Each State has a different order from the division in which the State is located. He has other duties outside of the regular eight hours, which consume probably an hour or so daily.

Senator GAY. Let us have your opinion now about the salary. That is the important thing.

Mr. LE PIQUE. We believe that the terminal should have a salary commensurate with the highest classification in the Railway Mail Service, if there is to be a distinct classification. We argue for a

single classification, but if there is to be any separate classification, the terminal railway post office should have the highest, because they represent as intricate assignments as there is in the Railway Mail Service to-day.

I will submit these few lines that I have not touched on, a brief for the St. Louis grade 2 clerks.

A VOICE. Will you ask the witness about his own salary and the length of the time he has been in the service? I think he overlooked that.

Senator CAY. Very well. It has been suggested that you put into the record your own salary and the length of time that you have been in the service.

Mr. LE PIQUE. I have been in the service six years exactly, January 6th, this year, and am but one grade higher than the lowest-paid clerk in the Railway Mail Service. My salary at present is \$1,400 per year. My basic salary as grade 2 is \$1,000; \$200 is the war bonus and the other \$200 I received effective last July 1st, at the last legislation passed by Congress. (Joint-bill 151.)

Mr. Le Pique submitted the following brief:

BRIEF SUBMITTED BY MR. ROBERT V. LE PIQUE.

In appearing before you to-day on behalf of the grade 2 clerks of the Railway Mail Service, I wish to call to your attention the main subject which we believe calls for adjustment at your hands. I speak of the extended substitute period which the grade 2 clerks were compelled to endure. If conditions regarding substitutes to-day were the same as during our substitute period we would have no particular grievance to submit for adjustment, but there is at present a law which calls for the appointment of substitutes after serving the equivalent of 313 days' service. This law was passed by Congress in the form of an amendment to the regular appropriation bill (H. R. 19410) for the fiscal year ending June 30, 1918, which law was passed on account of the injustices perpetrated on the substitutes at that time by the indefinite substitute period. As this law was passed to safeguard the substitutes from the same experience the present grade 2 clerks underwent, we contend that the law should be made more equitable for all concerned by being made retroactive, for although the bill says, " * * * credit shall be allowed for service performed prior to the approval of this act. * * *," the present grade 2 clerk (then a substitute) was allowed credit for but 313 days' service when in reality most of them had served 1,000 or more days as a substitute. If this law had been made retroactive at the time it was passed by Congress, the majority of the present grade 2 clerks would to-day be clerks of grade 5. As this is a distinct loss of three yearly promotions, we do not feel that we are asking too much in requesting that this commission recommend that this law be made retroactive. To be sure, to bring this about would cost the Government between one and two millions of dollars, but since it is obvious that these clerks have really earned this money it should be paid to them in the form of back pay. And in view of the fact that the Postmaster General reports a surplus of some \$35,000,000 in the last seven years the amount necessary to do the grade 2 clerk's justice seems a mere trifle. The part of this surplus asked for by the grade 2 clerks is actually what the Post Office Department has saved at their expense. We also wish to call to your attention the last salary increase law which became effective July 1, 1919, though signed by the President November 8, 1919. By a ruling of the Comptroller of the Treasury, the present day substitutes have lost the increase due them for the period between July 1, 1919, and November 8, 1919. As the words "including substitutes" were inserted in this bill to protect the substitutes of the Railway Mail Service from the very ruling which has been made, we believe that pressure should be brought to bear upon the Comptroller of the Treasury to reverse his ruling in its present application.

CLERKS IN FIRST AND SECOND CLASS POST OFFICES.

Senator GAY. The next speaker is Mr. Arthur Wackwitz, of St. Louis.

STATEMENT OF MR. ARTHUR WACKWITZ, ST. LOUIS, MO.

Mr. WACKWITZ. Mr. Chairman and gentlemen, I have prepared the most of my statement in written form and have supplemented that with documentary evidence to substantiate statements in the brief. How much time have I got, Mr. Chairman?

Senator GAY. Eight minutes.

Mr. WACKWITZ. At the conclusion of this brief I have set out what I think are six of the most pertinent things that we are asking for. The reasons for granting them are in the brief itself:

First. Adequate compensation, and we fix that at a minimum of \$1,500 per annum, with \$200 automatic increase each year until a maximum of \$2,300 per annum is reached, with perhaps a special grade beyond that.

Second. The employment of a sufficient number of clerks to make possible the reduction of night work to a basis of six hours, where six hours' night work shall be equivalent to eight hours' day work; all work performed after 6 p. m. to be considered night work.

Third. Time and a half for all work in excess of eight hours on any one working day, as well as for all work performed on holidays and Sundays.

Fourth. The recognition of the rule of seniority in the making of all promotions. I might add, provided that in making these promotions the competency of the man to be promoted be equal to that of his junior.

Fifth. The establishment of a civil-service court or board of appeal to insure a greater protection to the positions to which the greater part of a lifetime may have been devoted.

Sixth. An equitable retirement law as an insurance against destitution in old age after long years of faithful and efficient service. I am glad to learn from this commission that that is about to be done.

Now, going back to the first item, the salaries, \$1,500, in the opinion of myself and of Mr. Schmid, who with me is representing all the post-office clerks of this city, we deem that that would be a sufficient entrance salary. The \$200 annual increase thereafter until the maximum of \$2,300 is reached, we believe should be done for this reason: That the increases of \$100 a year will scarcely keep up with the high cost of living, if the cost of living is going up any higher, and the \$2,300, we believe, is a reasonable and maximum salary after a man has been in the service, say, four years. He is then a competent man if he is ever going to be such, and beyond that a special grade for special meritorious service.

Mr. ROUSE. To take the place of the special clerks?

Mr. WACKWITZ. No; what is now known as the special clerk, special grade, at \$2,500.

Mr. ROUSE. You have one grade of special clerks, or two grades?

Mr. WACKWITZ. I am not representing the special clerks, they have a special representative here, and I would not undertake to say what they deem they ought to have, but I believe \$2,300 ought to be the maximum for clerks. If in its wisdom Congress sees fit to create a special grade, or two special grades, well and good.

Mr. ROUSE. What would be your recommendation on that line?

Mr. WACKWITZ. Well, if a man is specially competent and exceptionally good, I believe that a special grade ought to be established.

based on meritorious service and his special expertness. There are in my experience in the Postal Service men who are specially expert, more expert than others.

Second, the employment of a sufficient number of clerks to reduce night work. Now, the chief complaint of the post-office clerks in St. Louis is night work. Easily two-thirds of our work is performed after 6 p. m. Now, the hours of duty in the post office in St. Louis, as I have compiled them from the schedule in the division in which I work, which is the city division, in the mailing section, tour No. 1, consisting approximately of 24 clerks, reporting at 12.30 a. m. and working until 8.30 a. m.; tour No. 2 report at 5.30 a. m. and work until 2 p. m.; then another tour, No. 3, reporting at 8 a. m. and working until 4.30 p. m.

There are 49 clerks on that, according to my information. Tour No. 4 reports at 12.30 p. m. and works until 9 p. m.; tour No. 5 reports at 3.30 p. m. and works until 12 o'clock midnight; and another one reports at 5.15 p. m. and works until 1.45 a. m.; and the division in which I am employed report at 12.15 a. m. and work until 9.15 a. m. the next morning. Another tour comes on at 9 a. m. to 6 p. m. That is considered the day watch. Watch No. 3 comes on at 10 a. m., but that watch has recently been discontinued. Watch No. 4 comes on at 6.30 p. m. and works until 3 a. m. Now, these watches rotate. A clerk first begins on the watch reporting at midnight, and then goes to what is known as the afternoon watch, or reporting at 6.30 in the evening, till 3 in the morning, and then to the day watch.

Now, night work is naturally injurious to the health and I believe it is a safe statement to say that about 25 per cent at least of the clerks who work at night are compelled to wear glasses, due to the eye strain, and that, of course, disarranges their meal hours and also disarranges their living conditions. The man who goes to work at midnight has to get up when everybody else has gone to sleep, and that is highly disagreeable.

Senator GAY. How can you avoid that?

Mr. WACKWITZ. Well, that can not possibly be entirely eliminated, but if a sufficient number of clerks are put on it can be perhaps cut down by augmenting the force. Of course, we realize and frankly admit that there must be some night work.

Mr. ROUSE. What proportion of the mail is deposited in the office between 4 and 6 o'clock in the afternoon? Isn't it about 90 per cent?

Mr. WACKWITZ. Yes; easily, because the business houses close along about that time and they generally wait until about the last minute to put their mail in.

Mr. ROUSE. Now, what would you do with that mail? If you are going to do away with night work, what would you do with that mail that comes in at that time in the evening?

Mr. WACKWITZ. I am not asking that. We can not possibly eliminate night work. That is bound to be.

Mr. ROUSE. What you mean is there ought to be enough men put on so that the night work could be six hours work at night to constitute a day's work. That, of course, would require the employment of a larger number of clerks.

Mr. WACKWITZ. I will submit this brief to you gentlemen and I trust that, while you may not read it all, you will carefully look over some of the documents I have submitted here as a matter of comparing the wages paid here with the wages paid in the post office. The papers referred to follow.

BRIEF FILED BY MR. ARTHUR WACKWITZ.

We, the undersigned representatives of the postal clerks of St. Louis, Mo., herewith present some of the most pertinent facts relative to our working conditions and to our salaries.

During the year 1907, Congress classified the salaries of postal clerks, ranging from a minimum of \$600 to a maximum of \$1,200 per annum, which maximum every clerk sought to attain, because in those days it afforded every one an opportunity to live and to raise a family in decency and respect and to fulfill one's duty as a citizen to the Government of his country. These salaries and conditions went along until 1914, and then increases in material, clothing, food and rents, and every commodity or article entering into human necessity, went continuously upward. Meanwhile prior and during the war, the employers in the outside industries were obliged to meet the increasing cost of living with higher wages and bonuses, shares in the business or percentages of the earned profits.

Contrasting the increase in wages received by the postal clerks with the general increase in living, it will be seen that while the cost of living has increased all the way from 80 to 100 per cent within the last six years, and other products that go to make up the necessities of life have increased in proportion: the postal clerks' wages have been increased only 25 per cent, thus reducing the purchasing power of their salaries from 55 to 75 per cent. The deficit created by the decreased purchasing power of the salaries paid, has obliged many married men in the Postal Service to himself seek additional employment on the outside (at the risk of dismissal from the service or the wife was obliged to work or take boarders, thus in a measure destroying the real purpose of a home. Then, too, children have been taken from school and sent to work, depriving them of childhood's greatest boon, a proper education. Many men have taken advantage of their vacation period and gone to work, instead of resting and one particular case cited in point, is that of an old clerk, with a record of 53 years of service, living with his widowed daughter, who is obliged to work to help her aged father support herself and her two minor children—a sad commentary on the rewards of a half a century's faithful service.

These conditions which will no doubt be more particularly and in fuller detail brought out in the questionnaire sent out by your commission, reflect the living standard of the postal clerk to-day, which is below the accepted American standard, for the work the postal clerk must do, the responsibility he has, and the position he should hold in the community.

WAGES.

A comparison of the wage scales prevailing in the city of St. Louis with the wages of post-office clerks in post offices of the first and second class, will no doubt be of some interest and value. In making such comparison it must, of course, be borne in mind that the higher rates of pay, such as the building trades, plumbers, and others, do not afford employment the year around, also that a considerable apprenticeship is required before the maximum wage in a given line is attained. Again, the standard of the organized craft is not the standard of the unorganized industries, though not infrequently labor in an unorganized industry receives as great or even greater pay than the organized crafts in similar lines of work.

The submitted scales of wages are in the main a part of the contractual agreements between employer and employees and as such reflect the labor market with reference to the price paid for labor in this vicinity. It also by inference exhibits the present standard of living, since the actual necessities of living are a large and influential factor in determining the standard wage.

The lowest wage in the submitted scale of the building trades is 40 cents per hour for wreckers, who are now asking 75 cents per hour; building laborers receiving 50 cents are asking 75 cents; some of the other scales show wages ranging from \$28 to \$30 per week for the commonest kind of labor, while the wages paid in the skilled trades admit absolutely of no comparison with those of the postal clerks, who, besides being required to be an "expert," must contend with night work, Sunday work, and scheming study, the last being done exclusively on his own time; and in addition to this the postal clerk receives only "straight time" for all time worked in excess of eight hours.

while the submitted scales provide for time and a half for all overtime worked in excess of eight hours.

An inspection of the submitted scales will show that wages in the skilled trades range from 58 cents upward to \$1 and over per hour, with time and a half for overtime, while the 8-hour day is the accepted standard day.

The following are a few items taken at random from a few firms, together with a letter from a station clerk:

Carondelet Planing Mill, office clerk, \$125 per month.

Southern Commercial Bank, clerk, \$125 per month.

Johnson Tin Foil Co.: Cashier, \$125 per month; cash clerk, \$125 per month; errand boy, \$60 per month.

J. C. Wind Grocery Co.: Clerk, \$1,196 per year; errand boy, \$60 per month.

Barnhardt Spindler Co., porter, \$25 per week.

David Evans Coffee Co.: Secretary, \$500 per month; treasurer, \$200 per month.

From letter from station clerk:

"Wish to call attention to the duties of the experienced clerk at stations who only get the ordinary clerk's salary. In most cases this clerk has given years of his life in the various departments of the Postal Service equipping himself for this special line of duty. He must be able to act in any capacity and in most cases be able to, and does, fulfill the position of superintendent of stations, in a good many cases doing everything except drawing the salary. It is a great responsibility that is placed on these clerks and they should be financially remunerated as well as given a special designation. Any clerk working at a station, who is able to be placed into such a responsible position as to be held accountable for the management of that station during the absence of the superintendent, should be given at least a special clerks or foreman's salary.

"A station clerk must be an expert in every line of service. For instance, the duties require him to be an expert distributor and a post graduate on Postal Laws, he must be able to fulfill all the duties of a money order, postal savings, register, and stamp clerk. He must be able to transact business with the commercial world the same as if he was the postmaster of that district.

"These are the conditions that we wish to call to your special attention, hoping that you will give them the proper consideration and enable the station clerk go receive some recognition of his versatility."

(The wage scale referred to follows:)

List of wages of building mechanics and laborers Sept. 1, 1919. (Subject to change without notice.)

Name of organization.	Rate of wages per hour.	Fore-man's wages per hour.	Rates for over-time. ¹	Rate for Saturday between noon and 5 p. m. ¹	Rate for Saturday between 5 and 12 p. m. ¹	Rate for Sunday and holi-days. ¹
Asbestos workers (agreement expires Jan. 1, 1920) ²	\$0. 80	.....	1½	1½	1½	2
Bricklayers.....	1. 00	\$1. 12½	2	2	2	2
Bricklayers, on sewers.....	1. 25	1. 35	2	2	2	2
Bridge, structural, and ornamental iron-workers.....	. 92½	1. 05	2	2	2	2
Building laborers (increase pending).....	. 50	. 60	1½	1½	2	2
Carpenters (Jan. 1, 1920)—\$1 and \$1.12½) ²...	. 87½	. 97½	2	2	2	2
Cabinetmakers.....	. 60	.....	2	2	2	2
Carpenters (ship).....	. 80	.....	2	2	2	2
Carpenters' helpers (increase pending).....	. 50	.....	1½	1½	2	2
Cement finishers.....	. 90	1. 00	1½	1½	2	2
Cement frame setters.....	. 90	1. 00	1½	1½	2	2
Compressed air and foundation workers (open-well work).....	. 70	.....	2	2	2	2
Top and windlass men.....	. 50	.....	2	2	.....	.....
Caisson work up to 22 pounds of pressure..	. 87½	1. 00	2	2	2	2
Pressure superintendent.....	.....	1. 25	2	2	2	2
Assistant foreman.....	.....	. 93½	2	2	2	2
Lock tenders.....	. 87½	.....	2	2	2	2
Lock tenders, when concreting or sealing is done on shift.....	. 93½	.....	2	2	2	2
Gauge tenders.....	. 56½	.....	2	2	2	2

¹ "1½" indicates time and one-half; "2" indicates double time.

² Indicates advance in rates contemplated.

List of wages of building mechanics and laborers Sept. 1, 1919. (Subject to change without notice.)—Continued.

Name of organization.	Rate of wages per hour.	Fore-man's wages per hour.	Rates for over-time.	Rate for Saturday between noon and 5 p. m.	Rate for Saturday between 5 and 12 p. m.	Rate for Sunday and holidays.
Caisson work above 22 pounds pressure (this time is divided into two shifts for each crew):						
22-27 pounds per day of 6 hours.....	\$7.25	\$8.25				
27-30 pounds per day of 5 hours.....	7.50	8.50				
30-35 pounds per day of 4 hours.....	7.75	8.75				
35-40 pounds per day of 3 hours.....	8.00	9.00				
40-43 pounds per day of 2 hours.....	8.25	9.25				
43-46 pounds per day of 1½ hours.....	8.50	9.50				
46-48 pounds per day of 1½ hours.....	8.75	9.75				
48-50 pounds per day of 1 hour.....	9.00	10.00				
Concreters (increase pending).....	.60	.72½	1½	1½	2	
Concrete block men (increase pending).....	.65	.72½	1½	1½	2	
Elevator constructors.....	.92½	1.05	2	2	2	
Elevator constructors' helpers.....	.62		2	2	2	
Electrical workers (wiremen).....	1.00	1.12½	2	2	2	
Electrical fixture hangers.....	7.20	7.70	2	2	2	
Electrical workers (maintenance men).....	.77½		1½	1½	1½	
Excavators.....	.50	.60	1½	1	1½	
Engineers (hoist):						
One drum, pump, siphon, or compressor.....	1.00	1.12½	2	2	2	
Two drums.....	1.12½	1.12½	2	2	2	
Road rollers.....	1.00		2	2	2	
Locomotive cranes (monthly)¹.....	180.00		2	1	2	
Drag-line machines (monthly)¹.....	180.00		2	1	2	
Trench machines (monthly)¹.....	180.00		2	1	2	
Firemen (construction).....	.55		2	2	2	
Gas fitters.....	.75		2	2	2	
Granite cutters.....	.87½		1½	1½	2	
Hod carriers, brick.....	.70		2	2	2	
Hod carriers, plaster.....	.75		2	2	2	
Iron shopmen.....	.56½		1½	1	1½	
Lathers.....	.91½		2	2	2	
Machinery movers and heavy haulers.....	.80	.92½	1½	2	2	
Marble setters (increase pending).....	.87½		1½	2	2	
Marble setters' helpers.....	.52½		2	2	2	
Pile drivers, wood and concrete.....	.80	.92½	1½	2	2	
Pile drivers, steel and iron.....	.92½	1.05	1½	2	2	
Painters and glaziers².....	.75	.80	2	2	2	
Painters, sign.....	1.00		2	2	2	
Paper hangers.....	.85		2	2	2	
Plasterers.....	1.00	1.12½	2	2	2	
Plumbers.....	1.00		2	2	2	
Plumbers' laborers (increase pending).....	5.00		2	2	2	
Roofers, composition (increase pending).....	.75		1½	2	2	
Roofers, slate and tile.....	.87½		1½	2	2	
Sheet metal workers.....	.80	.90	1½	1½	2	
Sprinkler fitters.....	1.00		2	2	2	
Sprinkler fitters' helpers.....	.50		2	2	2	
Steam fitters.....	1.00	1.12½	2	2	2	
Steam fitters' helpers.....	.62½		2	2	2	
Steam shovel crews:						
Engineer¹.....	180.00		2	1	2	
Fireman¹.....	100.00		2	1	2	
Cranemen¹.....	135.00		2	1	2	
Engineers.....	1.00		2	1	2	
Firemen.....	.55		2	1	2	
Stonecutters.....	.85	.90	1½	2	2	
Stonederrick men³.....	.65	.70	1½	1½	2	
Stonemasons.....	.85	.90	2	2	2	
Stonemasons' helpers.....	.65		1½	1½	2	
Tuck pointers.....	.87½		2	2	2	
Tile layers (increase pending).....	.87½		1½	2	2	
Tile layers' helpers.....	.52½		1½	2	2	
Wreckers.....	.40		1½	1	1½	
Wreckers, alterations.....	.50		1½	1	1½	

¹ Indicated rate applies for a month of 26 or 27 working days of eight hours each. Overtime, Sundays, and holidays at extra pay.

² Indicates advance in rates contemplated.

³ Rate per day.

WORKING CONDITIONS.

Under the head of working conditions, the postal clerk's chief complaint is his hours of duty, which virtually allow him very little or no time for the social activities enjoyed by the vast majority of other people. In the St. Louis post office the clerks have at best no more than four months in the year during which they are permitted to work day work, excepting the few necessary to carry on the work at the various substations. The hours of duty in this office very easily require three-fourths of every clerk's time to be worked on one of the various night shifts. These shifts are as follows:

Mailing section.

	Clerks.
Tour 1, 12.01 a. m. to 8.30 a. m.....	24
Tour 2, 5.30 a. m. to 2 p. m.....	11
Tour 3, 8 a. m. to 4.30 p. m.....	49
Tour 4, 12.30 p. m. to 9 p. m.....	89
Tour 5, 3.30 p. m. to 12 p. m.....	41
Tour 6, 5.15 p. m. to 1.45 a. m.....	20

City section.

Tour 1, 12.15 a. m. to 9.15 a. m.....	61
Tour 2, 9 a. m. to 6 p. m.....	42
Tour 3, 10 a. m. to 7 p. m.....	19
Tour 4, 6.30 p. m. to 3 a. m.....	60
Tour 5, 8 a. m. to 5 p. m.....	24

From an inspection of the foregoing schedules, it is readily apparent that the night hours listed are highly disagreeable and injurious to the health generally, in that they necessitate irregular hours for meals and sleep, and practically disarrange the living conditions of the clerks as compared to the accepted normal standard of the American family.

When just appointed as a regular clerk, he is assigned to a tour called the combination watch, on which tour one stays until he is either appointed in the city division or the mailing division. This watch he is scheduled on duty from 6 p. m. to 3 a. m., and never changes, and one stays on this tour for two or three years before being assigned to either city or mailing section; after which the appointee is subject to the regular watch schedule of either the mailing or city division.

The working force of both mailing and city divisions alternate on the different tours; those in the mailing alternating every eight weeks from 12 a. m to 9 p. m. to 5.30 p. m. to 2 a. m. (vice versa), the majority of the working force seldom having an opportunity of working a day tour.

In the city section the tours rotate from the 12.15 a. m. to 9.15 a. m to the 3.30 p. m. to 3 a. m., thence to the 9 a. m. to 6 p. m. or 10 a. m. to 7 p. m.

It is obvious that reporting for work at midnight and working until 9 a. m and sometimes well on to noon, is highly disagreeable, while any other hours of night work are equally unpleasant, as will readily be seen from letters filed with the commission from ex-clerks, giving their reasons for leaving the service.

A very unpleasant condition existing under which the great majority of clerks working in the mailing section do their work is the fact that in the winter season the workroom is extremely cold, due to the center of the workroom floor being above the driveway and the flooring being built of concrete and glass; the great height of the roof (which leaks at every rain), the absence of radiators in center of building, and the great current of cold air gushed up by the elevators. The very opposite is true of the conditions in the summer. The extreme heat, the lack of proper ventilation and circulation of air (a few electric fans have been added only since the girls have been working here). Cases of overheated and fainting occur every year. In going to lunch the mailing division must go through the open, cold gangway and thus expose themselves to the cold elements and take chances of getting pneumonia.

In addition to the general working conditions created by night work, there must be considered the necessity of scheme study.

The following is therefore submitted:

In the St. Louis office scheme study is very much the same as in all offices—disagreeable.

Every clerk is required to learn what is known as the city separation scheme, the examination of which consists of between 2,300 to 2,400 cards, which must be thrown 98 per cent perfect to attain a passing percentage. Then clerks assigned to the city section are required to pass one examination known as the firm scheme, being a sepa-

ration of firms (unaddressed) to districts; the examination consisting of 2,000 or more cards, requiring a memorizing of 2,000 items or more; in addition to this the clerk assigned to the city section must learn one or two districts, and after having done this he is required to pass an examination every six months. In the mailing section this is varied, by requiring a State or States to be studied in lieu of a "district" in the city section.

These conditions, of course, confront the new man who contemplates a permanent employment in the Postal Service, and have operated as a discouragement in a number of instances, as is evidenced by the necessity of paying unskilled, temporary help 60 cents per hour, or a higher rate per hour than the highest-paid skilled distributor with from 6 to 20 years' experience receives.

The employment of temporary help is unsatisfactory in this, that it is drawn from a body of young men, who have no intention of making the Postal Service their permanent employment, and are therefore quite frequently careless in their work and disobedient to orders. As night work and scheme study are indispensable to the handling of the mail, the condition must be met, and it is respectfully submitted that the only way this can be done is to make the salaries sufficiently high to attract competent men who are willing to accept postal work as a permanent employment.

The large number of resignations during the past year or more have made decided inroads on the staff of skilled and experienced distributors in all sections, and if the shortage of competent men is to be met, it can only be done in one way, namely sufficient inducement for those now in the service to stay, and to attract competent men who can be induced to enter the service as a permanent employment.

The present situation is that the younger men coming into the service to-day leave it as soon as they become thoroughly familiar with the conditions as to hours and salary; also quite a number of the older clerks are leaving the service, to the serious impairment of the service, as is evidenced by the fact that from July 1, 1918, to July 1, 1919, approximately 152 resignations occurred; included in this number were about 25 distributors, skilled and trained men, whom it is impossible to replace in less time than one to two years or even longer time.

The following is quoted from the "General brief" submitted on behalf of the "postmasters of the United States," by Postmaster Colin M. Selph (p. 24):

"We are losing every day the efficient men of the service, in all sections, because of the low salaries paid, and it is with great difficulty that we can get even temporary help at 40 cents an hour."

It is further submitted that the present shortage of help, entails the necessity of a good deal of work in excess of eight hours, or in other words, "overtime," which has in the past year or more been abnormal. There are times when some overtime is to be expected, but it should be restricted within reasonable limits, if the position of a postal clerk is to be made attractive to those entering the service or the men of experience are to be retained.

In conclusion it is respectfully submitted that the things most needful to a relief of present conditions are:

First. Adequate salaries, as an inducement to competent men to enter the service, which should be an entrance salary of \$1,500 per annum, with \$200 automatic increase each year until the maximum of \$2,300 per annum is reached, with perhaps a special grade, beyond this.

Second. The employment of a sufficient number of clerks to make possible the reduction of night work to a basis of six hours night work shall be equivalent to eight hours day work; all work performed after 6 p. m. to be considered night work.

Third. Time and a half for all time work in excess of eight hours on any one working day, as well as for all work performed on holidays and Sundays.

Fourth. The recognition of the rule of seniority in making all promotions.

Fifth. The establishment of a civil service court or board of appeals, to insure greater protection of a position to which the greater part of a life time may have been given.

Sixth. An equitable retirement law, as an insurance against destitution in old age after long years of faithful and efficient service.

Respectfully submitted.

ARTHUR L. WACKWITZ.
JOSEPH H. SCHMID.

Senator GAY. The next speaker is Mr. Schmid, of St. Louis.

STATEMENT OF MR. JOSEPH H. SCHMID, ST. LOUIS, MO.

Mr. SCHMID. Gentlemen of the commission, in behalf of the St. Louis postal clerks, which I represent, I just wish to make the statement that the majority of my work is in the same brief that Mr. Wackwitz has presented; but I wish to say this, that in 1910, when I took the examination, it was two full years before I received notice of appointment. At present and in the last two or three years, if I am right, they have been holding examinations monthly, if not semimonthly.

The wages in 1912 or 1910, or anywhere from 1907 up to 1912, in the Postal Service, ranged from \$600 to \$1,200. That was the scale then, and in those days that maximum wage of \$100 per month, was then considered high and sufficient, and was looked upon by the worker in the outside world as a good standard to obtain, but in 1918 and 1919, even now the entrance grade of \$100 a month is not considered high and attractive enough to hold the young men in the Postal Service.

I have a statement here which I wish to file along with the rest of my briefs, showing the resignations of clerks and subclerks, and also the percentage of skilled distributors, who have quit in that time.

Mr. ROUSE. In what time?

Mr. SCHMID. In the last two years, 1918 and 1919.

Mr. ROUSE. How many are there?

Mr. SCHMID. I have the total for the two years of 401 clerks that handed in their resignations. That does not include dismissals or changes or transfers or anything like that, but merely those who resigned, men who have quit.

Mr. ROUSE. Four hundred out of a total of how many?

Mr. SCHMID. The total has been rotating all these years. I believe it is now 900 clerks. That is close to the number. Of the skilled distributors, or those that have learned schemes in that time, 140 resigned in two years.

Getting back to the wage question, I wish to say that Congress has seen fit in the last few years to increase the wages of the sub 100 per cent over the wages which they received in 1907. They also saw fit to increase the entrance wage 100 per cent, which in 1907 was \$600, and to-day is \$1,200; and if they now see fit to increase the substitutes' pay and to increase the entrance grade 100 per cent, I can not understand why they should have discriminated against the experienced man, the efficient skilled worker. Why did not Congress also give us 100 per cent increase, same as the sub and the unskilled helper, when the increased cost in living is known to be up to 100 per cent and over for us, one and all.

That is all I wish to say on the wage question, and I wish to file this brief.

There is another matter that I would like to speak on, but it will take more time than I have. It is regarding the post office that we work in. It is considered to be a new building entirely. It really was built with four walls and no other consideration as far as the clerks on the main work room floor are concerned. The roof has been leaking ever since it was put up.

Senator GAY. I want to say right here, Mr. Schmid, there are officials in the department, the Post Office Department in Washington, whose business it is to look after any just complaints that you might want to file, and this commission is trying to get evidence for the reclassification of salaries; so that that sort of testimony has no bearing here whatever.

Mr. SCHMID. Well, I believe that unhealthy conditions prevailing in the service and thus depriving us of our health and naturally putting us on sick leave, and so forth, has a bearing on our pocket-book, is an indirect cut in wages, and pertains to the salary question regardless of what way you put it.

Senator GAY. Anything like that, you know the Treasury Department has control over the buildings belonging to the Government.

Mr. SCHMID. Yes, sir; but what I want to bring forth here is that we haven't been able to bring forth such grievances in the St. Louis post office.

Senator GAY. Because you have got your proper court for that sort of thing.

Mr. SCHMID. Where?

Senator GAY. In Washington; your officials there.

Mr. SCHMID. If we did anything like that, wouldn't the charge be made that we should resort to the St. Louis officials and let them take it up?

Senator GAY. I don't know. Have you ever tried it?

Mr. SCHMID. Well, we have been denied the right of a hearing in St. Louis.

Senator GAY. Have you ever asked the officials in Washington?

Mr. SCHMID. No, sir.

Senator GAY. You have never written them?

Mr. SCHMID. No, sir.

Senator GAY. I suggest that you do so.

Mr. SCHMID. All right; we will.

Mr. GEORGE W. BRITT. Mr. Chairman, I just want to object to that sort of thing, being denied the right, and I would like to get an explanation on what he means by being denied the right.

Senator GAY. As I stated awhile ago, we are the only ones who will ask any questions, and we can not permit anyone else to do that, but as far as any complaint of this kind is concerned, you can readily understand that this commission can not go into all the details of grievances that any individual might have.

Mr. SCHMID. I understand that.

Senator GAY. But what we are seriously trying to do is to better the service by getting reclassification of salaries, so that the men will get better pay, and that is what we are trying to do and we hope to be able to accomplish. I doubt very much if we will be able to do as much as some of you gentlemen would like to see us do but we expect as soon as we get back to Washington to get busy on a report to submit to the Post Office Committee, and try to get a bill out to bring relief, and anything aside from that is really out of order so far as this commission is concerned. [Applause.]

Mr. SCHMID. Well, the matter is mainly all adjacent, and wish I could have the time to explain, but if that is the case I am willing to stop here.

Senator GAY. That other matter that you want to present to us will help us. We will be glad to have it.

Mr. SCHMID. It is all in that line.

Senator GAY. Is it a grievance?

Mr. SCHMID. It is conditions that have been existing since we have been here.

Senator GAY. If it is a grievance that you have against local conditions, we are not the right court.

Mr. SCHMID. Well, we have no other court.

Senator GAY. You have the Post Office Department at Washington, D. C.

Mr. SCHMID. The rest of the statements, and so forth, are in the brief presented by Mr. Wackwitz.

I thank you.

Mr. Schmid submitted the following paper:

BRIEF FILED BY MR. JOSEPH H. SCHMID.

This brief refers only to post-office clerks and subclerks who have actually resigned from the service in the past two years. This list does not contain auxiliary, temporary, transfers, or dismissals, but only bona fide resignations. It also gives the number of those who have studied schemes and dispatches.

Resignations, 1918 and 1919.

Months.	1918			1919		
	Clerks.	Substitute clerks.	Qualified on schemes.	Clerks.	Substitute clerks.	Qualified on schemes.
January.....	6	.....	3	9	.....	1
February.....	6	.....	1	11	.....	4
March.....	6	.....	3	9	.....	4
April.....	16	.....	8	8	2	3
May.....	9	1	5	6	3	4
June.....	24	.....	9	3	1	3
July.....	21	.....	9	10	16	7
August.....	10	2	3	6	6	4
September.....	36	.....	12	18	9	8
October.....	16	4	5	19	10	4
November.....	20	.....	5	11	7	5
December.....	26	.....	10	36	1	13
Total.....	196	7	73	143	55	67

Total, 203 clerks in 1918; 198 in 1919. Total for two years, 401. Total distributors, 140. Which makes an average of 16 $\frac{2}{3}$ resignations per month, of which nearly 4 per cent have skilled themselves in the science of a post-office clerk.

Senator GAY. The next speaker is Mr. McCain, of Cape Girardeau.

STATEMENT OF MR. GLENN MCCAIN, CAPE GIRARDEAU, MO.

Mr. McCAIN. Mr. Chairman and members of the committee, I am here representing the clerks of the Cape Girardeau post office. Cape Girardeau is a town of some twelve or fourteen thousand, and we have seven clerks employed in the office.

The cost of living has increased to such an extent that our salaries will not provide a suitable living for our families. In 1914 on the salary received we could save a little money.

Mr. ROUSE. How many men did you say you have in your office?

Mr. McCAIN. Seven clerks.

Mr. ROUSE. How long have they been in the service?

Mr. McCAIN. Well, the last clerk that was appointed that is still in the service was about two years ago.

Mr. ROUSE. How long has the oldest man been in the office?

Mr. McCAIN. Well, the oldest one possibly 18 years.

Mr. ROUSE. How many resignations have you had in the last two years?

Mr. McCAIN. I think we have had three resignations.

Mr. ROUSE. In two years?

Mr. McCAIN. Yes, sir.

Senator GAY. What salary do you get now?

Mr. McCAIN. I get \$1,550.

Mr. ROUSE. How many subs have you?

Mr. McCAIN. We have one subclerk.

Mr. ROUSE. How many men are there on the eligible list?

Mr. McCAIN. I think the list is depleted. They are going to hold an examination some time in the near future.

Senator GAY. When was the last examination?

Mr. McCAIN. Something like a year ago. The way it was depleted is this: They have been tendered the appointment and have turned it down.

Senator GAY. What recommendation have you now in regard to salaries?

Mr. McCAIN. Well, it seems to me that a fair wage at this time, an entrance salary, should be at least \$1,500, because I am receiving \$1,550 more than that, and I know it isn't enough to supply the necessary demands of a family. I have a family of a wife and three children, and I know from experience that a man can hardly get by on this salary, and it seems to me that anyone should try to provide for himself in the future, and to do so would take a salary of \$2,300 or \$2,400 possibly, these days, if you live anything at all like you would like your family to live, and educate your children properly.

Senator GAY. What do you recommend as a method for the Government to raise the money to meet this extra expense? Have you ever thought of that?

Mr. McCAIN. Well, I hadn't thought so much of that. This proposition always appeals to me something in the same manner as it did when the Government entered the war. They didn't ask how the expense of the war was to be raised, but after they went into the war they provided for the expense to carry on the war.

Senator GAY. And they still have it.

Mr. McCAIN. Yes, sir. We know the Government can provide for that by some means or other.

Senator GAY. Are there any further facts that you would like to bring out?

Mr. McCAIN. Only one thing. Previous to the time when the bonus was received there was a distinction made between first and second class offices of \$100 in salary, which I presume you know, and we as a second-class office feel there should not be a distinction made between first and second class offices. Our living expenses are as much there as they are in the larger cities.

Senator GAY. How large a place is Cape Girardeau?

Mr. McCAIN. Twelve or fourteen thousand. And our duties in a small office consist of all the work of the office, because there isn't enough of one kind of work to keep a man busy on that line of work.

He has to do anything that is to be done in the office during his tour of duty, and we feel that there should be no discrimination made between the first and second class offices.

Mr. McCain submitted the following paper:

STATEMENT SUBMITTED BY MR. GLENN M'CAIN.

I, Glenn McCain, representing the clerks in the post office at Cape Girardeau, Mo., respectfully call your attention to salary conditions in our city.

Employees of a shoe factory at Cape Girardeau, working not more than 48 hours per week, receive salaries of not less than \$35 to \$45, and in some instances \$50 per week. And in a wood-pulp mill in our city employees also receive considerably more compensation than post-office clerks, which is also true of employees of banks, department stores, and our other institutions. None of these occupations require greater mental ability or skill than that required of post-office clerks.

Of a force consisting of seven clerks in our office, two, or approximately 30 per cent have resigned recently, in spite of the fact that Congress increased salaries last July 1 and also provided an additional increase effective November 8, 1919.

As these matters affect me personally, having a wife and three children, I find it absolutely impossible to provide on my present salary of \$1,550 per annum anything further than the bare necessities of life for them, whereas formerly I was able to save some money from a salary of \$1,100, in addition to providing them with some of the luxuries and comforts of life.

In view of the foregoing, I respectfully petition the commission on behalf of the clerks in the Cape Girardeau post office, to recommend legislation reclassifying salaries of post-office clerks in first and second class post offices as follows:

Post office clerks to receive salaries ranging from \$1,500 to \$2,300, inclusive, providing for automatic annual salary increases of \$200 each after one year's satisfactory service in the next lower grade until the maximum is reached.

Senator GAY. The next speaker is Mr. H. L. Fuller, of St. Louis.

STATEMENT OF MR. H. L. FULLER, ST. LOUIS, MO.

Mr. FULLER. Gentlemen of the commission, this is not a brief, this is supplemental.

The question paramount in the minds of the post-office clerks is of course an increase in compensation commensurate with the increased cost of living. A recent report of the United States Industrial War Board shows that the cost of living for the city of St. Louis has advanced 86 per cent since 1914. So, as our maximum salary in 1914 was \$1,200 per annum it will readily be seen that in order to live on the same scale as we did in that year it would take a salary of \$2,232 a year. When we consider the class of service rendered by post-office clerks we must arrive at the conclusion that they are underpaid when these salaries are compared with the salaries of men employed in civil life.

Money order, registry, finance, station, postal-savings clerks, and distributors are specialists in their line, and the training which it is necessary for them to acquire, together with the financial responsibilities and scheme study, should be paid for as in other special lines, particularly the skilled trades who are paid by private employers for the training they must possess in order that they may qualify for any particular position.

The St. Louis office conceived the idea of making a comparative table of salaries of men engaged in the various trades and industrial work. The result was not highly gratifying to the postal employees, as out of a list of 55 occupations taken at random throughout the region extending from the Mississippi River to the Pacific coast

but 10 received a compensation less than the post-office clerk, including the recent increase in salary provided for in the emergency salary law which became effective on November 8, 1919. None of the occupations outranking ours in pay required a higher degree of skill or training or greater mental efficiency than that exacted of the post-office clerk.

In view of the fact that the cost of living has increased to 86 per cent above that of 1914, we would respectfully suggest that the salaries of all post-office clerks in first and second class offices be reclassified as follows:

Post-office clerks to be divided into five grades ranging from \$1,500 to \$2,300 per annum and to progress automatically from the lowest to the highest grade through annual promotions of \$200 if the rating and conduct of the employee is satisfactory, until the maximum is reached and for two grades of special clerks at salaries of \$2,400 and \$2,500, respectively.

As to the matter of raising funds to defray the cost of increased salaries we suggest that Congress appropriate the necessary amount unless it is deemed advisable to operate and maintain the Postal Service as a profit-sharing institution in which event it is the suggestion of the clerical force that the Government adopt higher rates of postage similar to those which were in force during the period of war with Germany.

I suppose that the same conditions exist all over the country as they have in this office, regarding the difficulty of keeping efficient help. During the past year this office alone has had 280 resignations, ranging in grades from the lowest-salaried employee to assistant superintendent of mails, a grade which the most of us consider the pinnacle of achievement in the Postal Service. And as long as outside employment offers better wages than the Postal Service this condition will exist, especially among the younger clerks who are the material from which the personnel of the future must be selected.

Our postmaster has been a staunch advocate of adequate compensation for post-office employees, and it is through no fault of his that we are receiving the present small compensation. He has always recommended increases of pay for men who are competent and who do their work honestly and conscientiously regardless of political pull or party affiliations.

I want to lay stress upon political pull, because I heard that mentioned once before, and there are lots of Democrats in the office that would like to trade jobs with a few Republicans. [Laughter.]

Charges have been made, it is true, against him, of terrorism, of favoritism, and political preference, but the charges have never been proven, and all the right-thinking employees of the St. Louis post office know that our postmaster is with us as long as we are with him, and the fact that the majority of us are with him is borne out by the fact that this office has the reputation for efficiency second to none.

Mr. ROUSE. You have a fine post office and a big postmaster.

Mr. FULLER. Yes, sir.

Mr. ROUSE. I have had the pleasure of going through the office, and a good many of the substations, and I haven't found a better one in all my experience.

Mr. FULLER. That is the opinion of most of us. [Applause.]

Mr. ROUSE. Do you think that the increase for temporary service is adequate, 60 cents an hour?

Mr. FULLER. Yes, sir; that is our contention. We regular clerks that work overtime get less than that. My salary is \$1,750 and I get a couple of cents less than that when I work overtime.

Mr. ROUSE. A couple of weeks ago the Post Office Committee concluded the hearings and consideration of the appropriation bill for the next fiscal year, that question came up and it was the sense of the committee that they should report to Congress the present salaries that you are now receiving, with the 60 cents as compensation for temporary service. Then if this commission concludes its work before that bill goes into effect, whatever recommendations we make, if they are adopted by Congress they will be incorporated in the bill. I don't know, however, that that is going to be done.

Mr. FULLER. We did not take up the matter of compensation for temporary service.

Mr. ROUSE. But I just wanted to say that at this time, for your benefit and the benefit of the gentlemen here, that the House committee recommended to Congress—I guess the bill will be reported to-day—that the salaries that you are now receiving, with the 60 cents per hour, be reported to Congress. That includes the increase that you are getting under H. J. 151. [Applause.]

Mr. Fuller submitted the following papers:

BRIEF SUBMITTED BY HENRY L. FULLER AND DAVID F. MONAHAN.

A long time ago the post-office clerks recognized the need for higher salaries. In 1912 they adopted a resolution favoring salary increases of post-office clerks up to a \$1,500 per annum maximum automatic grade, and in 1918 the maximum was raised to \$1,800, and subsequently to \$2,300.

Congress finally recognized this need also, and your commission is a result growing out of that conclusion. So the question before us to-day is "just to what extent shall salaries in the Postal Service be increased" rather than whether any increase is necessary at this time. In order to arrive at a satisfactory solution it is necessary to harmonize the several determining factors which, briefly, may be classified as follows:

1. To what degree has the cost of living advanced and how much is necessary to meet this added cost.
2. To what extent have salaries in outside employments kept pace with the increased cost of living and how much should salaries in the Postal Service be increased in order to compare favorably with salary conditions among employees in outside positions, and
3. In what manner shall the additional revenue necessary for increased salaries be raised.

Very recently the United States Industrial War Board issued a statement announcing that the cost of living in St. Louis had increased an average of 86 per cent since 1914. Taking this figure as a basis, it is obvious that if it required a \$1,200 annual salary for post-office clerks to meet living expenses in 1914, then, manifestly, it would now require an additional 86 per cent, or a total annual salary of \$2,232, to meet present prices, and the Government statement goes on to relate that assurances could not yet be given that the high mark had been reached.

That we may consider in a just and fair manner the class of service rendered by post-office clerks, it is necessary to first understand that money order, registry, finance, station, and postal savings clerks, and distributors, which takes in most of the average post-office clerks, are specialists in their particular line, and this training which it is necessary for them to acquire, together with like financial responsibilities and the constant study of mail schemes, schedules, regulations, etc., should be paid for as in other special lines, particularly the skilled trades, who are paid by private employers for the training they must possess in order that they may qualify for any particular position.

In order to intelligently arrive at comprehensive and definite salary figures on which to base a comparison for use in placing before Congress and the commission our views on this important subject, the St. Louis Post Office Clerks' Association in May, 1919,

compiled a comparative table of salaries received by workmen in the principal branches of industry in St. Louis. This table, which is submitted herewith, contains the salaries of 130 representative branches of trade and shows that the pay of post-office clerks is one hundred and fifteenth from the highest, at the rate of 42 cents per hour, which amounts to \$1,200 per annum.

The St. Louis Post Office Clerks' Association was appointed a central committee to have compiled comparative salary tables and we are therefore happily in possession of salary figures from many representative sources. We further submit for your kind consideration a schedule of salaries paid in six of the principal cities west of the Mississippi River, including St. Louis, Tulsa, Topeka, Fort Worth, Shawnee, Okla., and Los Angeles, Calif.

Your particular attention is invited to the fact that of 55 occupations taken at random and shown in the table but 10 receive a compensation less than that of post-office clerks in the automatic grades, the highest of which is 57.3 cents per hour (computed on a 30-day month basis), including the very recent increases provided in the emergency salary measure which became law on November 8, 1919. None of the occupations tabulated require a higher degree of skill nor greater mental efficiency than is exacted of post-office clerks and, in view of these comparisons and the fact that the cost of living has increased 86 per cent as stated by the United States Department of Labor, we respectfully petition the commission to recommend legislation reclassifying the salaries of all clerks in first and second class post offices as follows:

"Post-office clerks to be divided into five salary grades, ranging from \$1,500 to \$2,300, and to progress automatically from the lowest to the highest grade through annual promotions of \$200 each, but only after serving one full year in the next lower grade; and to provide for two grades of special clerks at \$2,400 and \$2,500, respectively."

In the matter of raising funds sufficient to defray the cost of increased salaries, we suggest that Congress appropriate the necessary amount unless it is deemed advisable to operate and maintain the Postal Service as a profit producing institution in which event it is further suggested that the Government adopt higher rates of postage similar to those which obtained during the period of war with Germany.

POSTAL SALARIES.

Title of position.	Compensation per hour.					
	St. Louis, Mo., June 1, 1919.	Tulsa, Okla., July 1, 1919.	Topeka, Kans., Aug. 1, 1919.	Shawnee, Okla., July 1, 1919.	Fort Worth, Tex., Aug. 1, 1919.	Los An- geles, Calif., June 1, 1919.
Auto mechanic.....	\$0.75	\$1.00		\$0.75	\$1.00	
Auto mechanic's helper.....	.50			1 30.00		
Blacksmith.....	.80	2 178.00	\$0.68	1.00	.87½	\$0.96
Boiler maker.....	.85		.68	.68	.68	.80
Bookkeeper.....	\$100.00-125.00					
Bricklayer.....	1.00	1.12½	1.00	1.00	1.12½	.87½
Butcher.....		2 168.00			.62½	
Cabinetmaker.....	.82½			.68		.75
Carmen (railway).....	.68		.58		.68	
Carpenter.....	.82½	1.00	.75	.87	.87½	.86
Electrician.....	.77½	2 168.00	.87½	.68	.87½	.80
Electrician (railway).....	.68		.68			
Electrician's helper.....				.50		
Engineer (hoist).....	.87½				.50	.75
Fireman:					.87½	
City.....	2 126.50		2 98.00	2 125.00	.30	115.00
Stationary.....					.75	
Gasoline plant man.....		2 135.00-175.00				
Glazier (glass works).....			.75	1.00	.87½	.62½
Granite and stone cutter.....	.87½					.75
Hod carrier.....	.67½					.75
Iron worker.....	.92½		2 6.00			
Laborer:						
Building.....				.60		.62½
Common.....	.46	.50		.40		
Shipyard.....						.80
Lather.....	.87½	1.00		1.00	.87½	.87½
Linotype operator.....	1 39.00			1 30.00		
Machine wood worker.....	.62½			.68		
Machinist.....	.72½			.75	.80	.80
Machinist's helper.....	.50	.62½	.85			
Metal polisher.....			.46½			
Moving-picture operator.....			1 28.00			.80
Musician.....	1.00		1.00		1.00	
Painter.....	.75	1.00	.75	.87	.81½	.75

1 Per week.

2 Per month.

3 Per day.

1 Per week.

2 Per month.

3 Per day.

POSTAL SALARIES.

Comparative table of salaries—Continued.

Title of position.	Compensation per hour.					
	St. Louis, Mo., June 1, 1919.	Tulsa, Okla., July 1, 1919.	Topeka, Kans., Aug. 1, 1919.	Shawnee, Okla., July 1, 1919.	Fort Worth, Tex., Aug. 1, 1919.	Los An- geles, Calif., June 1, 1919.
Painter:						
Sign.....	\$1.00			\$1.12½	\$0.93½	
Carriage.....	.60			1.00	.62½	
Paper hanger.....	.75		\$0.75	.87	.81½	\$0.75
Pattern maker.....						.94
Plasterer.....	1.00	\$1.00	1.00	1.00	1.00	
Plumber.....	1.00	1.12½	1.00	1.00	1.00	
Police (metropolitan).....	1 125.00				.30	
Post-office clerk.....	.573	.573	.573	.573	.573	.573
Pressman.....	\$ 40.00		\$ 30.00	\$ 25.00	.50	.62½
Printer.....	\$ 37.50	1 160.00			.62½	.62½
Roofer.....	.75					.88
Sheet-metal worker.....	.75		.68	1.00		
Shoe worker.....	.65			\$ 130.00-173.00		
Stage employee.....			\$ 26.00			
Steam and gas fitter.....	.87½			1.00	1.00	
Stenographer.....	1 90.00-130.00	1 125.00-173.00				
Stone mason.....	.85			1.00	.81½	.87½
Switchman.....			\$ 5.00-5.50			
Teamster.....			\$ 7.00-8.00			
Teller (bank).....	1 170.00-225.00					
Tile setter.....	.75				.75	.87½
Truck driver.....		1 100.00-125.00				
Watchman.....			\$ 5.33			

POSTAL SALARIES.

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Table of salaries received by workmen in many of the principal branches of industry in
St. Louis, Mo., May, 1919.

	Per hour.
Bricklayer (sewer).....	\$1. 25
Car-wheel molder.....	1. 15
Bricklayer.....	1. 00
Painter (sign).....	1. 00
Plasterer.....	1. 00
Plumber.....	1. 00
Engineer (steam shovel).....	1. 00
Bridge, structural and ornamental iron worker.....	. 92½
Pile drivers (steel and iron).....	. 92½
Pattern maker.....	. 90
Caisson work.....	. 87½
Lock tenders.....	. 87½
Wireman.....	. 87½
Engineer (hoist).....	. 87½
Gas fitter.....	. 87½
Stonecutter.....	. 87½
Steam fitter.....	. 87½
Paper hanger.....	. 85
Tuck pointer.....	. 85
Boiler maker.....	. 85
Stonemason.....	. 85
Bank tellers.....	per month 175. 00-225. 00
Carpenter.....	. 82½
Cement finisher.....	. 82½
Cement frame setter.....	. 82½
Elevator constructors.....	. 82½
Pile driver (wood and concrete).....	. 82½
Wagon maker and wheelwright.....	. 82½
Lathers.....	. 81½
Granite cutter.....	. 80
Machinery movers and heavy haulers.....	. 80
Sprinkler fitters.....	. 80
Blacksmith.....	. 80
Electric-fixture hanger.....	. 77½
Troubleman (switchboard).....	. 77½
Photo engraver (approximate average).....	. 77½
Asbestos worker.....	. 75
Machinist.....	. 75
Marble setter.....	. 75
Painters and glaziers.....	. 75
Roofers (composition, slate, and tile).....	. 75
Sheet-metal worker.....	. 75
Tile layer.....	. 75
Boiler maker's helper.....	. 75
Cable jointer.....	. 75
Stonecutter.....	. 75
Granite stone paver.....	. 75
Troubleman (telephone).....	. 75
Railroad telegrapher.....	. 72½
Auto mechanic (city).....	. 72½
Lineman (telephone).....	. 70
Linotype operator.....	. 68½
Railroad machinist.....	. 68
Terminal association:	
Boiler maker.....	. 68
Blacksmith.....	. 68
Sheet-metal worker.....	. 68
Carmen.....	. 68
Electrical workers.....	. 68
Hod carriers:	
Plaster.....	. 67½
Brick.....	. 65
Monotype operators (keyboard and raster).....	. 63½
Carpenter (ship).....	. 62½
Compressed-air and foundation worker.....	. 62½

	Per hour
Plasterer's helper.....	.90
Machine-woodworker.....	.62
Paver and rammer.....	.62
Butchers.....	.62
Clerks, United States Naturalization Service.....	.62
Railway postal clerks (temporary maximum grade, July 1, 1919) ¹.....	.62
Shoe workers (approximate average).....	.61
Cylinder pressmen.....	.60
Electrical maintenance men.....	.60
Iron-shop men.....	.60
Painter (carriage).....	.60
Stonemason's helper.....	.60
Railway postal clerk (temporary maximum grade, July 1, 1918) ².....	.59
Concrete blockman.....	.57
Book binders.....	.57
Assistant bank tellers..... per month.. 125. 00-150. 00	.60
Life insurance agents..... per month.. 132. 00	.60
Compositors.....	.56
Blacksmith's helper.....	.56
Gauge tender.....	.56
Paper rulers.....	.56
Elevator constructor's helper.....	.55
Excavators.....	.55
Fireman (construction).....	.55
Stone derrick men.....	.55
Dynamo tender and switchboard operator.....	.55
Asphalt rakers.....	.55
Molder's helpers and chippers.....	.55
City firemen..... per month.. 126. 50	.55
Mechanic, post-office garage (temporary sixth grade).....	.53
Metropolitan police..... per month.. 125. 00	.52
Railway postal clerks.....	.52
Letter carrier (temporary maximum grade, July 1, 1919) ¹.....	.52
Post-office clerk (temporary maximum grade, July 1, 1919) ¹.....	.52
Cabinet maker.....	.51
Bookkeepers (bank)..... per month.. 100. 00-125. 00	.50
Top and windlass men.....	.50
Steam fitter's helper.....	.50
Lineman's helper.....	.50
Asphalt smoother and tamper.....	.50
Carpenter's helper.....	.50
Auto mechanic's helper (city).....	.50
Machinist's helper.....	.50
Paver's helper.....	.50
Bakers (approximate average).....	.50
Job pressmen.....	.50
Letter carrier (temporary maximum grade, July 1, 1918) ².....	.49
Post-office clerk (temporary maximum grade, July 1, 1918) ².....	.49
Chauffeur, post-office garage (temporary fourth grade).....	.48
Laborers:	
Class 1 (city).....	.46
Construction.....	.46
Mechanics, post-office garage (sixth grade).....	.45
Building laborers and wreckers.....	.45
Foundry laborers.....	.45
Tile layer's helper.....	.43
Cylinder-press feeders.....	.43
United Railway motormen and conductors.....	.42
Chauffeurs, post-office garage (fourth grade).....	.42
Letter carrier (\$1,200 per annum).....	.42
Post-office clerk (\$1,200 per annum).....	.42
Electrician's helper.....	.40

¹ Includes temporary increase effective July 1, 1919, and extension of temporary increase received July 1, 1918.

² Includes temporary increase of \$200 per annum effective July 1, 1918.

	Per hour.
Sprinkler fitter's helper.....	\$0. 40
Teamsters and chauffeurs (approximate).....	. 40
Garagemen, post-office garage (fifth grade, temporary).....	. 38½
Assistant bookkeepers (bank)..... per month..	\$0. 00-100. 00
Post-office laborers (temporary grade).....	. 36
Power-plant helper.....	. 35
Baker's helper (approximate average).....	. 35
Electrotypers (approximate average).....	. 35
Garagemen, post-office garage (fifth grade).....	. 33½
Post-office laborer.....	. 31

NOTE.—In comparing salaries of post-office clerks \$1,200 per annum, or 42 cents per hour, must be taken as the basic figure, as under existing law post-office clerks in the maximum grade of \$1,500 per annum (which is only temporary) would automatically be reduced to \$1,200 per annum (42 cents per hour), effective July 1, 1920.

Salaries of Government employees as shown above are computed on a 30-day basis. Compensation at \$125 per month was granted policemen by the Missouri Legislature, but the bill making it a law has not yet been signed by the governor.

INTERESTING FACTS.

The figures shown in the appended salary table will be incorporated in a general schedule covering the principal cities representative of every section of the United States, being assembled and compiled by the United National Association of Post Office Clerks for use in its campaign for equitable reclassification and readjustment of salaries paid employees of the Postal Service.

A copy of the complete schedule will be placed in the hands of every member of the next Congress, United States Senators and Representatives, and each member of the special commission appointed by the last Congress to make an exhaustive investigation of the salaries paid post-office employees with a view to reclassification.

In compiling and arranging these figures we have endeavored to avoid making the mistake of comparing "a potato with an ear of corn," figuratively speaking. It is important to bear in mind the fact that post-office clerks can not properly be compared with the ordinary clerk in any other business organization, with very few exceptions. To be specific—money order, registry, station and postal-savings clerks, and distributors, which takes in most of the average post-office clerks, are specialists in their particular line, and this training which they acquire and the constant study of mail schemes and schedules, the knowledge of foreign exchange and the conversion of money, and with like financial responsibilities required of them in order to qualify for their respective positions should be paid for as in other special lines, particularly the skilled trades, who are paid by private employers for the training which it is necessary for them to possess in order that they may qualify as members of any particular line of occupation. In so far as most post-office clerks are concerned, the title "post-office clerk" is a misnomer, and for that reason the salaries paid to this class of employees should not be compared with that paid ordinary clerks in a business or commercial office.

Unlike men in the skilled trades and professions, requiring experience, study, and special training, the postal employee can not use to advantage the experience and knowledge gained in the Government service, if for any reason he should become separated from that service.

We know of no other trade or profession where an employee is required to regularly take periodical mental examinations of subjects, studies, and details in connection with routine work and maintain a grade of from 95 to 98 per cent (98 is the required percentage in the St. Louis post office for scheme study) in order to secure and guarantee his salary grade, position, and employment.

Our classification law, passed 13 years ago, when economic, industrial, and social conditions were wholly different from the conditions of to-day, provides an entirely unscientific and inequitable scheme of compensation. Manifestly this law ought to be radically amended, or repealed, and a better one enacted in its stead.

In subscribing to Liberty bonds, war savings, Red Cross, and other war charities, the postal employees established a very creditable record and their names were always around the top of every list. It is therefore disappointing to these same employees, who supported their Government so liberally to find their names listed near the bottom of the appended salary schedule.

It has been found impracticable to include in this table the 2,000,000 railroad employees of the country, as in a matter of such magnitude and complexity it is impossible to find any fixed basis or formula which could correctly be applied to any phases of the general problem relating to the reclassification of salaries of post-office employees. However, in this connection it may be stated that the railroad employees receiving \$100 per month were given an increase of 31.75 per cent, or a total of \$131.75 per month, effective January 1, 1918, while post-office clerks and letter carriers in the maximum grades receiving \$100 per month as late as June 30, 1918, will be compensated at \$125 per month, or \$1,500 per annum, until June 30, 1920, as a result of temporary increases granted by Congress during the period of war, i. e., one of \$200 per annum, effective July 1, 1918, and an additional one of \$250 per annum, effective July 1, 1918.

A great number of our members had answered their country's call and gone into military service, and numbers of others had left the Government service and gone into outside employment, due, of course, to higher wages and war-time conditions. In certain post offices there were as many as 100 resignations some months during 1917 and 1918. As the cost of living had more than doubled since the passage of our present salary law, the New Orleans convention adopted a resolution providing for reclassification of post-office clerks up to \$1,800 per annum. Under existing law post-office clerks in the maximum grade of \$1,500 would automatically be reduced to \$1,200 per annum after June 30, 1920.

Senator GAY. The next speaker is Mr. D. F. Monahan, of St. Louis.

STATEMENT OF MR. DAVID F. MONAHAN, ST. LOUIS, MO.

Mr. MONAHAN. Mr. Chairman and Members of the Congressional Committee, I have just a few moments and I would like to call your attention to a grievance of a branch of clerks that have not been represented, as I understand, between the supervisory and the special clerks and the ordinary clerks. They are known as finance clerks—the clerks in the finance division that handle all of the funds, war revenue, stamps, and so forth. They are under a \$20,000 bond. They were formerly classed as supervisors, but did not share in the increase granted supervisory officials July 1, 1919. They have to be experts on the typewriter, operate an adding machine, be accurate at figures, write a very plain hand, that everybody can read, and their salary is just about the same as an ordinary clerk, with the exception of overtime. When a finance clerk puts in overtime he gets absolutely no compensation whatever. He gets no time off, and he doesn't get paid one cent. New Year's Day we put in 14 hours trying to get out a payroll, and we didn't get a cent extra for it. Had we been common clerks or special clerks or something on that order, we would have gotten 14 hours' additional pay. The overtime for the calendar year 1918 amounted altogether to 3,300 hours divided between about 12 clerks; the overtime for the calendar year 1919 was less; it was just about 2,700 hours. These clerks have not received any pay whatever for that time, have never taken one hour of it off except for sickness or because it could not be helped, and I think that the department, or somebody in charge of the classification of salaries, etc., should make some provision for pay for finance clerks who are compelled to work overtime, the same as anybody else in any branch of the service or any other place. That is all I have, sir.

BRIEF FILED BY MR. PAUL J. PAYNE, FOR THE POST-OFFICE CLERKS OF SPRINGFIELD, MO.

We can not hope to add to the tremendous amount of information that has already been furnished to this commission, nor to add weight to the arguments already advanced in behalf of the postal employees of the United States, but in order to emphasize certain of these points, we desire again to bring them to your attention.

To begin with, as a matter of pride in our country and as an example to others, the Government should be a model employer, furnishing to its employees every advantage consistent with a business-like administration of its affairs. Working conditions and salaries in the Postal Service should be so adjusted that they will not only be fair and just to the employees, but they must of necessity be made attractive to men of a high order of intelligence and ability. This is absolutely necessary in order to offset the lack of business opportunities and opportunities for rapid advancement that often present themselves in other lines of endeavor. A man can hope to become a partner in a business enterprise, but he can not hope to ever have a greater share in the Post Office Department than is already held by the humblest citizen of the land. Not only this, but his experience in the Postal Service is of practically no value to him in any other line of work, consequently he can not use it as a stepping stone to higher things. It is necessary, therefore, if the present high standards of the Postal Service are to be maintained, to offer inducements equal to, if not greater than those offered in the business world in general.

No argument is necessary to establish the fact that the present basic salaries are inadequate, it remains, therefore, merely to establish a new classification on an equitable basis. The hope that the cost of living will soon decline, can scarcely be entertained in the face of conditions as they exist at this time, therefore for the reasons above set forth it is important that this new classification be adjusted to conditions as they exist, especially as so-called economic experts have repeatedly proven themselves incapable of forecasting future economic conditions.

Another thing to which we wish to invite the closest attention is the fact that we are skilled workmen. The industrial world, in its ever increasing complexities, has produced the so-called skilled workman and in recognition of his peculiar ability or his special training, and his consequent superior value, is paying him a much higher wage, amounting in some instances to several times the amount paid to the unskilled man. The greater part, or at least much of the work of the post office, requires a high order of skill and intelligence, and this fact should be recognized by Congress, with whom is the responsibility of providing for the welfare of the post-office clerk. The post-office clerk must be familiar with banking and other business methods and must have at his instant command the constantly changing rules and regulations of the department, which in itself is no small matter, but he must also be able to familiarize himself with thousands of facts concerning the distribution of mail by the quickest routes to all parts of the globe. In short, he is a skilled workman of the highest order, requiring a training of four or five years in most instances, to bring him to his highest efficiency, and as such, he should receive at least as much consideration as is accorded to other skilled workmen. We shall not offer statistics to show that this is not being done, as many figures have already been submitted along these lines, but we leave the matter with this suggestion.

No stronger evidence that the department is not offering sufficient inducements to secure and hold men of the required standard of intelligence and ability can be offered than the fact that fewer and fewer men each year are taking the civil service examinations for these positions, notwithstanding the fact that the examinations have, from time to time been made less difficult in order that more eligibles might be obtained. Even then we find our own office to-day without an eligible on the register. This is not alone because so few have been placed on the register, but because a constantly increasing number decline appointment because of the better inducements offered in outside lines. The fact that better inducements are offered is also being strongly emphasized by the resignation from the service of many of our younger and abler men, to accept better positions on the outside.

We hold that our standards should not be reduced to meet these conditions; on the contrary, we begin to see the need of raising them still higher, if we are to maintain the present standard of efficiency, and may we say that the business interests of the country are more interested in the efficiency of the service than in maintaining an indifferent service at the present cost. If the necessity of increased cost can be shown, no complaint will be made of sufficient increase to maintain or improve the service. The only remedy for existing conditions is to improve working conditions and salaries in such measure as to successfully compete with business interests in attracting men of the proper degree of intelligence and ability. To this end we respectfully suggest an entrance salary of \$1,500 per year for post-office clerks, a sum barely sufficient for the actual necessities of life for a small family, with automatic promotions of \$200 each year up to \$2,300, with special grades of \$2,400 and \$2,500 per year to be awarded, as in the past, in cases of special merit.

In closing, we desire to express our appreciation of the fact that we have been given the opportunity to express ourselves freely in this matter and to urge the importance of granting to us such conditions as will serve to keep the Postal Service up to its

present high standards, and we pledge our undivided support in this cause. We desire especially to thank the members of the commission for their unfailing kindness and consideration.

SUPERVISORY EMPLOYEES, INCLUDING SPECIAL CLERKS, AT FIRST AND SECOND CLASS OFFICES.

Senator GAY. The next speaker is Mr. Britt, of St. Louis, representing the supervisory.

STATEMENT OF MR. GEORGE W. BRITT, ST. LOUIS, MO.

Mr. BRITT. Mr. Chairman and gentlemen of the commission, ordinarily I should prefer to make an oral statement all the way through, but if the commission will bear with me I prefer to read our brief, which I think I can confine to the limitation assigned me, but I would like to preface my remarks by saying that in arranging this brief we looked about to find something to say different from anybody else. We found that impossible, Mr. Chairman, and we watched the course of the commission since you began, and read the proceedings whenever they have been issued, and we thought we would try to find something that we could say that the commission did not know, and we found that that was the biggest task of all, and that is a thing that we want to congratulate ourselves on more than anything else, gentlemen, that you are entirely conversant with all these conditions and that you know the situation as thoroughly as we know it; that you know the conditions that surround us are the same as the conditions that surround any other individuals that have to live. For that reason we have not compiled any figures showing what we think each man ought to receive, nor have we compiled any figures showing what it takes for each man and his family to live, because that is a thing that has been discussed so generally. We have left that to the commission because we know they are entirely capable of handling it, as they have shown themselves to be in handling all of these other matters. The truth of the matter is we are coming before you because we are asked to do so by our fellow employees and not because we expect to add much to your edification and information.

I shall read this just as briefly and as quickly as I can. [Reading:]

On behalf of the supervisory employees and special clerks of the post office at St. Louis, Mo., as well as the supervisors of other United States post offices, we desire to express our appreciation for this opportunity to present as we see it, our claim for favorable consideration in the matter of increased compensation. We regard these hearings, which have progressed for some months, as indicating a decided step in the direction of progress, which must have for its greatest effect a clearer understanding between the various Government employees and the Congress of the United States.

We are well aware that the commission has been furnished with statistics showing the salaries received by the supervisors, the amount of business performed under their supervision, as well as the number of men working under their direction. We are aware that an abundance of evidence has been furnished in the various hearings held at the different large offices in the United States, showing that the average postal employee is not receiving sufficient compensation for his maintenance in view of the tremendous advance in the cost of living. This subject has been discussed and rediscussed, not only at these hearings, but through the press, giving statistics prepared by expert investigators who have made thorough inquiry into the cost of living and into the compensation received by the various classes of labor for services rendered. We do not, therefore, deem it necessary to burden the commission with further statistics along these lines, but suffice it to say that the information furnished provides an

dant evidence that something must be done if comfort and a minimum degree of luxury are to be enjoyed in the homes of the postal employees.

So that the first question to be determined, as we see it, is whether postal employees are sufficiently paid to provide their homes with the necessities of life and to see that without regard to the character of the work performed that such provision is made. The interests of humanity demand that the United States Government fully care for the wants of those who are directly serving it. For we hold that the man in the humblest walk of life is entitled to live in comfort if he is faithful in the performance of whatever duties are assigned him. He is entitled to sufficient compensation to enable him to have some of the luxuries of life, which come not to any of us because we deserve it more than any other, but because the sunshine and the rain and the soil created by the Almighty were given to the world, that all might enjoy their fruits.

So we contend that in fairness to all, the United States Government should set an example before the employers of the world which would lead to recognition by those in authority and those composing the capital, of the right of all men to live in comfort and in the enjoyment of the things of this life. Furthermore, we contend that a compensation sufficient to provide alone for the necessities of life and a reasonable quantity of luxuries does not meet the demands of the hour, nor rightfully represent the purpose of our great Government, because there will come a time in the life of every man when he can not hope to have the earning capacity which he has when he is in his prime.

When that hour arrives he should not be left helpless and dependent upon any individual or organization of individuals, through neglect on the part of his employers to compensate him for the services which he has rendered and for his faithfulness and devotion to the institution which he has helped to build and maintain. An equitable distribution of the fruits of his labors should be made to all of his kind, in order that he may be able to provide himself and his family with a surplus which shall relieve him and all of those dependent upon him of any possible want. So, we contend, that in readjusting the salaries of postal employees, furnishing them compensation that will provide them with a sufficient amount to lay aside some of their salary for a rainy day should be given the most careful consideration.

After this has been considered without regard to class or grade, then the question of making the supervisory positions such in character and compensation as to invite and tempt the most capable men to seek them and to put forth sufficient effort to hold them, is the next important thing to determine. The United States Government is undoubtedly to us the largest public utility and most important business institution in the world, and as such it deserves the very best directors, to conduct its business.

Surely no banking institution is of more importance than the United States Government, no mercantile establishment, no private corporation of any character can be regarded as being above our Government in worth and value and importance to all the people, and yet they are paying in these smaller institutions, \$100,000, \$50,000, and \$25,000 and in numerous institutions \$15,000 and \$10,000. In business institutions of very small capacity and covering a comparatively small area in the conduct of its business, \$5,000 is considered a very ordinary salary. Surely a man in the Government business should be paid equally as well. Business concerns see the importance of paying these salaries and the necessity of it. They are not doing it because they are charitably inclined, because they want to be any fairer or more just than the United States Government, but they are doing it because it is a necessity in order to invite into their services the very best caliber of men. They have also learned that better services are rendered where men are properly provided for, because men so situated have no worries when they go to their offices and places of employment about the comforts of their home; they have no doubt for instance of a physician answering an emergency call because there is a question about prompt payments. The druggist responds immediately to the call for medicine which may save the life of a dear one at home. The grocer hurries with abundance of food when it is discovered that the larder is empty, and the clothing merchant is glad of the opportunity to respond to a request for clothing and household necessities. This leaves a man free without care of any kind so he can put his best thought and best effort into the business. This is one of the reasons why great business concerns do not stop to argue whether this man can live on \$3,000, \$5,000, or \$10,000, but he is worth it, and he makes his position worth something to his employer.

Private institutions and corporations offering better inducements are constantly taking the most competent men from the Government service, but this should not be so. Rather ought the United States Government go into private corporations and great business concerns and entice their most competent and best paid men into our service. In other words, this great Government of ours does not want to yield to

any private corporation, which we are pleased to call heartless in this day, the right to say that employees of that concern are better satisfied, better treated, better paid and consequently more efficient than employees of the United States Government.

It's too bad to have to say it, but it's true, nevertheless, that it is becoming a matter of reflection upon a man's ability to remain in the United States Government service due to the low compensation for the high-grade supervision required.

The fact that Government service is efficient is not often credited to the persons responsible for good service, but just attributed to that unseen organization ever present and as we know ever powerful, called the United States Government. In other words, some feel that the Government service would go on, be efficiently conducted regardless of who are at the helm or who performed the labor, is a too often accepted version of the matter. In the Government service nobody gets the credit. The principal time when any one is individualized is when an effort is being made to identify the one who is to be blamed for something. The real fact of the matter is that regardless of what opinion may be held with reference to the manner in which the business of the Government is conducted, there are in the Government service many of the brightest men in the Nation; men of trained minds, capable understanding, rendering faithful, conscientious service day after day without murmur or protest, who, if they had devoted the same length of time to service in some private institution would doubtless be receiving salaries which are more commensurate with their abilities.

We do not offer these observations as a criticism in any respect, but in order if possible that we may throw some light upon conditions. The Congress has been very considerate of us, and we have no occasion to complain because of neglect on the part of the department. Moreover, we have no occasion to complain because of any local treatment. Our postmaster has given us every consideration possible, looking to our comfort. He has consistently advocated increases in salaries for all classes of employees, and has made several trips to Washington at his own expense to lay before the department his sentiments with reference to added compensation for supervisory officials and for other employees in so far as provisions made by Congress would permit.

He has never overlooked an opportunity to assist in bettering the working conditions of all classes of employees of the St. Louis post office, having in mind sanitary conditions and lessening the burdens as far as possible. He has been a constant advocate of overcoming in some manner the high cost of living. He cooperated with the zone supply officer of the War Department and purchased approximately \$15,000 worth of food for the employees, which greatly assisted in reducing the cost of living. He arranged with one of the large packing concerns to furnish hams and bacon at wholesale prices in order to help them to reduce the cost of living. He has always insisted, of course, upon faithful and efficient service, and has developed all grades of employees to the very highest state of efficiency, so that we point with pride to the capability of the rank and file of our office and to the supervisory force which he has raised to the high standard of service during his six years as postmaster.

We who have spent years in the Postal Service, and those of us who have served under numerous administrations, know that the degree of service given the patron of a post office is in accordance with the personal interest manifested by the postmaster, for after all has been said, efficient service is only possible when the postmaster has a thorough knowledge of the needs of the patrons, and by devoting his entire time and energy so schools his organization that at all times there is a ready response in the proper execution of his orders affecting the conduct of his office. We have seen the service at this office raised to such a high standard of efficiency as to invite commendation and praise from not only the business interests and all patrons of this office but from business institutions of other cities as well.

We offer nothing but praise for the treatment locally and words of appreciation to the department for consideration which we have received from the higher officials. So nothing that we are saying is in the light of criticism, but for the purpose of having a better understanding.

Let it be also understood that we are not speaking for individual supervisors. We are speaking for the position itself, for we fully realize and appreciate the fact that the position does not belong to the supervisor, but rather does he belong to the position. The position itself is a permanent one, but the supervisor holds it only so long as he renders faithful, efficient, and competent service. We therefore feel that we can speak without appearing to be selfish from any standpoint, for we seek not one man's advancement, but rather seek recognition for all who are capable of holding these positions. We reiterate that position in the Postal Service deserves the very best material that can be secured. The rank and file should be encouraged to qualify themselves for these positions, knowing that in the merit grade there is an inducement by way of compensation, commensurate with the trust and responsibilities imposed

It should be well worth striving for. The position should continually beckon us on to higher things.

No commercial organization should be able to offer inducements to men of ability in the Postal Service which will take them from positions the requirements of which are just as great as positions in any other walk of life. We even go so far as to say that if the president of a bank is entitled to \$25,000 a year as salary, the postmaster running an organization larger than the bank and representing an institution greater than all the banks, should receive equally as much, and if the cashier of this bank received \$12,000 or \$15,000 annually in compensation, the assistant postmaster and superintendent of mails and the auditor should be equally compensated. And if other assistant cashiers and higher officials receive from \$5,000 to \$10,000, so should the assistant superintendents of mail, and so on down the line, and we make this statement unblushingly for we do not ask it for ourselves, but for the positions which we hold. And we insist that it is a reflection on the United States Government to say that the men who direct great branches of its affairs should not be just as capable as men who conduct the affairs of much lesser institutions. It is a reflection upon the justice and the fairness characterizing our Government and the principles upon which it was organized to say that supervisors in the Postal Service rendering service, requiring as great ability as officials of private institutions are not entitled to as much compensation as men holding similar positions in private life.

Either the bank officials are overpaid, mercantile establishments and great corporations are overpaying their men and distributing funds in the form of bonuses to which their employers are not entitled, or the United States Government is underpaying its men in order to provide revenue for the defraying of Government expenses. But we are not inclined to favor the statement, that any of these men are overpaid; we doubt if they are. So, then, the conclusion must be reached that the Government employees are underpaid. So we say again that it is an encouraging and hopeful sign to see the Congress of the United States authorize this commission of able men to sit in a hearing having for its sole purpose the readjustment of salaries of Government employees, in order that all acts of injustice or neglect may be speedily and permanently corrected.

So, in presenting this brief, we have carefully avoided taking up the time of the commission in presenting figures and statistical information in general, because we are sure that the careful investigation which they are making will convince them of the justice of every claim we have made and will result in a fair, just, and helpful readjustment of all salaries and make better men for better service and make our homes brighter and happier.

HARRY J. MAHER.
GEO. W. BRITT.

I just want to refer, if I may, to this matter of political preferment which was brought up. The commission overlooked it, but inasmuch as it will be in the record I would like to, as representing the supervisory officials, refer to the statement which was made by one of our letter carriers that these positions came only to those who were able to secure them through political preferment or influence. I just want to add in passing that this letter carrier, as was noted by his own claims, was at one time a clerk, and at his own request was transferred to the position of letter carrier and has equal opportunity to come back into the clerk service from which these promotions are nearly all made, as we have from two to three to one applications for transfer from the clerk grade to the carrier service over that from the carrier service to the clerk grade.

Mr. ROUSE. Why is that?

Mr. BRITT. Well, now, the answer is apparent, because as the clerks see it, it is easier to be a letter carrier.

Mr. ROUSE. On account of the examinations?

Mr. BRITT. The examinations and the night work. The clerks have the all night work and the shifting hours and the study, which a carrier never has to have.

Mr. ROUSE. Now, there was a man came to my office the other day in Washington, and asked me to write a letter to Mr. Chance, requesting that he be transferred from day work to night work.

Mr. BRITT. That is quite true, and somebody may want to do that who wants to conduct some kind of a business on the outside in the daytime.

Mr. ROUSE. I asked him the reason, and he said he wanted to study; he wanted to go to school.

Mr. BRITT. You see that was to accommodate the situation. I have never known an instance where they have asked to be transferred to the nightwork as preferring the night work unless there was something of that sort that they have in mind; but I just mention that in justice to the supervisory officials in answer to the statement that these promotions are due to political influence, because if that were the case the Republicans and Democrats alike must have a great pull.

BRIEF SUBMITTED BY WM. J. KIPP AND OTHERS, ST. LOUIS, MO.

The field foremen of St. Louis post office herewith submit brief, attached herewith, in connection with work performed by us under this title, which name is foreign to our duties. In former years the title affixed to this position was assistant superintendent of mails, and the title foreman carries no weight with it. We have under our supervision 10 to 15 supervisory, 25 to 30 clerks, and 100 to 148 letter carriers assigned to each foreman, according to his district, which comprises six in the city of St. Louis, Mo. The title and standing, as well as the salary of this position should be changed to conform with the duties imposed on it. We, as foremen, having under our supervision station superintendents receiving a larger annual salary than is paid for this position, and under the department's ruling the title foreman will not permit further advance in salary, and under such conditions the title should be changed to assistant superintendent, which is the proper title for duties performed.

DUTIES OF THE FIELD FOREMEN.

General.—Testing the work of letter carriers and rural letter carriers in the delivery and collection of mail.

Laying out new and revising old routes.

Equalizing the work of the letter carriers by taking up all undertime and relieving them of overtime.

Preparing trip schedules and reducing any excessive office time consumed in routing mail.

Reducing, in so far as possible and without detriment to the service, the necessity for employing auxiliary letter carriers including such other duties as will tend to improve and promote the service.

Special.—Examining Letter carriers' time cards, also the daily station reports and submitting separate reports and recommendations of any irregularities in the delivery service or unnecessary auxiliary service observed thereon for prompt correction.

Giving particular attention to the work of the letter carriers employed exclusively on parcel-post delivery routes.

Observing the service rendered by substitute letter carriers and advising and assisting this class of employees in the proper conduct of their work.

Investigating complaints in particular cases where it is found advisable to personally visit as representatives of this office the patrons affected.

Reporting the demands and advisability for either the discontinuance or for the erection of street letter and package boxes.

Acting as representatives of the office on station letter carrier uniform committee for the inspection of uniform garments presented by the men for cleaning and repair for another season.

Investigation of complaints of misconduct and violations on the part of letter carriers.

Investigation of all complaints covering the city delivery and collection service.

METHOD OF READJUSTMENTS OF LETTER-CARRIER ROUTES.

When testing letter-carrier routes a local card, Form No. 190, is used by the field foremen or route examiners. This card form when filled out at a completion of inspection of route, shows the total number of places of delivery in each block or on each side of an office building, as the case may be, and also indicates by trips the number

actual deliveries made, the delivery time consumed on each block, floor of office building, etc., also the total number of actual deliveries and the time consumed representing the summary of the letter carrier's delivery work for the entire day. In addition this record shows office and route time by trips, including total office and route time for the day; the number of pieces of mail handled on each trip and during the whole day, also the number of pieces routed per minute. The route inspection card further indicates the distance traveled and time consumed by the letter carrier between station and his route, the amount of carfare authorized and expended, the number of delivery and collection trips made, and the trip, if any, carrier is permitted to end on his district.

With this data at hand and irrespective as to whether the territory involved is hilly, terraced, or level, whether densely or sparsely populated, whether the houses are of the tenement, apartment, or fine residence variety, or whether the patrons receive mail frequently or only occasionally, it becomes a simple matter in calculating readjustments in delivery work because of the knowledge of the total time required for serving a given block or specific section to arrange an eight-hour route by summarizing the total route time covering a certain number of blocks or section and including the time necessary for the carrier to travel the distance between route and station and his office time.

By this procedure the plan of equalizing the work of letter carriers resolves itself into a matter of mathematical comparisons, as by summing up the work on each route as mentioned, schedules can be definitely fixed for as nearly eight hours as it is possible to arrange, thus eliminating supplemental revisions, resulting in mail distribution disturbances and consequent detriment to the service.

MOTOR VEHICLE SERVICE.

Senator GAY. The next speaker is Harry J. Maher, of St. Louis, Mo.

STATEMENT OF MR. HARRY J. MAHER, ST. LOUIS, MO.

Senator GAY. You have 30 minutes, Mr. Maher.

Mr. MAHER. I thank you. I trust, though, that it will not require that amount of time to successfully convince the commission. I am filing a brief on behalf of the employees of the Government-owned motor-vehicle service.

The employees of the Government-owned motor-vehicle service are situated peculiarly as compared to other employees of the post office. We have two separate and distinct classes joined under one head paid from the lump-sum appropriation. That is, there are some employees paid now from the lump-sum appropriation who came into the service some years ago as ordinary clerks and worked their way up to even the special clerk grade and to the supervisory grade, and when the motor-vehicle service was established—which you know was recently, the earliest date being 1915—the service was formed by a transfer of certain of these employees from the post-office rolls to the motor-vehicle service, some in supervising capacities, semi-supervising capacities, and clerical positions. The others under the heading of "Garage men, chauffeurs, and mechanics," were taken from the civil-service list, examinations being held at stated periods to qualify men for those positions.

Mr. ROUSE. When was the first examination for chauffeur?

Mr. MAHER. About three months after our service was started here. The service started in November, 1915. The temporary help was placed in those positions until the examinations were held in the spring of 1916.

Mr. ROUSE. How many chauffeurs have you?

Mr. MAHER. We have 49 chauffeurs.

Mr. ROUSE. What is the length of service of the oldest men you have?

Mr. MAHER. November, 1915. We still have a few who came into the service at that time.

Mr. ROUSE. Do you have many men in the service now that formerly were in the service, who resigned and then came back to it?

Mr. MAHER. None; no, sir. We have no record of any men who left the service and have since returned.

Now, I mentioned the two distinct branches for the reason that those who were transferred from the post-office rolls are now paid under the lump-sum appropriation, and as we understand it, this commission has so far not gone into the reclassification of motor-vehicle service employees because of the fact that they are paid from the lump-sum appropriation, and those salaries are not classified or regulated by Congress.

Senator GAY. We have had testimony of that kind, I believe, in Boston.

Mr. MAHER. The point I make first in behalf of those employees who were arbitrarily transferred from the post-office rolls is that they seemingly have lost their standing on the post-office rolls, now being under the lump sum, and none of them come under certain provisions of increases and bonuses that were extended to like employees who formerly worked with them under the post-office employees' rolls.

Mr. ROUSE. How long have you been in the service?

Mr. MAHER. Since March, 1900.

Mr. ROUSS. Have you had charge of the motor-truck service since its inauguration here?

Mr. MAHER. Yes, sir; when the service was inaugurated I was placed there temporarily, and was later transferred back to the main office. About six months afterwards was transferred back to the motor-vehicle service, and am still there.

Mr. ROUSE. Well, there isn't any quarrel with the resolution under which we are working, but I would like to ask you a question. How is the service under the motor-truck arrangement as compared with the service that you got under the old horse-and-wagon proposition?

Mr. MAHER. We keep a very accurate monthly account of the cost of service, and of the service rendered from month to month and from year to year; and after we were operating three years under Government-owned service, our cost service was still lower than the old contract figures which had been taken before Government service was established.

Mr. ROUSE. Now, that answers so far as the cost is concerned. Now, how about the service?

Mr. MAHER. The service offers much better facilities under Government-owned, for the reason that there is more elasticity to it.

Mr. ROUSE. Than under contract?

Mr. MAHER. Yes. Under the contract service each office was scheduled to receive a certain number of trips, or a certain number of hours of duty to be performed by the contractor. Outside of that there was very little opportunity to get additional service in emergencies. Emergencies arise from time to time in the post offices by reason of delayed train service or unusual dispatches, and there is no question about getting the necessary service with Government-

owned vehicles, because your equipment is all operating under the one office. The postmaster is in charge of the motor-vehicle service, just the same as though it were the city division or the mailing division, and we just simply extend whatever service there is need for any time of the day or night.

Mr. ROUSE. In other words, it is better service than it was the old way?

Mr. MAHER. Yes; without regard to whether you are scheduled for a stated number of miles or a stated number of trips.

One point we wanted to bring up was the matter of the commission taking into consideration the classifying and grading of the employees of the Government-owned motor-vehicle service.

Mr. ROUSE. Have you got a recommendation?

Mr. MAHER. Yes; we have in the brief.

Mr. ROUSE. I wish you would state it briefly, will you, how much your recommendation is?

Mr. MAHER. As to salaries?

Mr. ROUSE. Yes.

Mr. MAHER. We feel that the men who came into the post office as post-office clerks, who worked themselves up to special clerks and supervisors, and who were arbitrarily transferred to the motor-vehicle rolls, should not be denied the same privileges as the men whom they left behind in the same capacity on the post-office roll. We don't go into specific figures.

Mr. ROUSE. You would give them the same salary as if they had remained in the post office?

Mr. MAHER. Yes, sir.

Mr. ROUSE. What recommendation have you to make as to entrance salaries for the chauffeurs?

Mr. MAHER. We don't specify any particular salaries at all.

Mr. ROUSE. Does the present salary seem to be adequate?

Mr. MAHER. The present entrance salaries are not, neither for chauffeurs or mechanics, because the motor-vehicle service is different from the ordinary post-office service, in that when a man enters the motor-vehicle service in the capacity of a chauffeur or mechanic, he must already be qualified to perform everything he is called upon to do. When you enter the post-office service they school you. After that you pass certain examinations, and it takes several months to qualify for the proper performance of one's duties.

Mr. ROUSE. Have you had any trouble in getting applicants for chauffeurs to take examinations?

Mr. MAHER. We have had trouble getting chauffeurs, but not near as much as we have had securing good mechanics, because first-class automobile mechanics are scarce and the wages that are being paid to mechanics outside do not compare at all with the wages being paid now by the Government. Then again, because we exact of a man when he enters our service as a mechanic that he be a full-fledged mechanic. He doesn't enter the service for us to school him, but we insist that he have a technical knowledge of the business.

Mr. Maher submitted the following brief:

BRIEF SUBMITTED BY HARRY J. MAHER.

On behalf of employees of the motor-vehicle service of the United States post office, the following brief is filed in the hope that the joint congressional committee will see fit to not only readjust the salaries of these employees commensurate with the

service performed by them, but that the commission will also take such action as is necessary to classify these employees in grades and salaries.

In the motor-vehicle service there are at present only three district classifications of salary tables, namely, garagemen, chauffeurs, and mechanics. Employees of the motor-vehicle service are placed in one of these three classes regardless of the duties performed by them. In several instances some of these designated employees are serving in supervisory capacity such as performing the duties of dispatchers, who are similar to the positions of foremen and also filling the position in charge of the stock room and other clerical positions.

Some of these employees paid from the lump sum came into the post office service as post office clerks and for years have served in that capacity. Since the motor-vehicle service employees are paid from the lump-sum appropriation, these employees have been transferred from the post office rolls to the motor-vehicle lump-sum rolls and thus are denied certain benefits in increases in salaries which they would have received had they remained on the post office rolls.

Other employees of the motor-vehicle service were likewise denied benefits of the retroactive feature of the recent additional increase granted by Congress because it was specifically stated that this feature did apply to the motor-vehicle service employees because they were paid from the lump-sum appropriation.

We, in the motor-vehicle service, are duly qualified and bona fide civil-service employees performing service just as important as other employees of the Post Office Department. Most of our work is of the skilled labor class, as we are compelled to have a thorough and complete knowledge of automobiles and be competent to perform duties required of us before we are permitted to take the civil service examination.

Other employees of the Post Office Department, such as letter carriers, post office clerks, railway clerks, and laborers are not required to have a technical knowledge of the duties which they must perform prior to their entry into the service as they are schooled in their particular duties after they enter the service, whereas we must, in accordance with the rules prescribed, show that we are qualified before we are even permitted to file our application with the Civil Service Commission.

We feel that the interest of the Postal Service demands a just and equitable rearrangement of salaries for us for the reason that any employee of the motor-vehicle service being skilled in his line can at any time sever his connection with the Postal Service and immediately engage himself with any of the numerous concerns engaged in the automobile business.

First-class automobile mechanics, chauffeurs, and all other employees having a technical knowledge of the motor-vehicle service are in constant demand by outside organizations which are offering much better inducements than the compensation given to employees of the United States post office motor-vehicle service.

It should be to the interest, therefore, of the Post Office Department to settle, once and for all, the status of this branch of the service, and we respectfully urge the commission to seriously consider at this time the matter of reclassifying and adjusting the service of the employees of this branch of this service and remove the handicaps which now prevail when employees are arbitrarily transferred from the post-office rolls to the motor-vehicle service.

LABORERS.

STATEMENT FILED BY MESSRS. S. M. SMITH AND JAMES X. RYAN, REPRESENTING THE LABORERS OF THE ST. LOUIS POST OFFICE.

We, the undersigned, laborers employed in the duties of receiving, handling, and dispatching the United States mail through the St. Louis post office, beg leave to present to you for consideration this statement and petition of facts relating to our respective salary and living conditions, hoping thereby to obtain a fair and reasonable consideration and a recommendation of some immediate measures to relieve the present situation under which we are existing, relative to meeting our financial obligations and maintenance of our families and homes above a plane of privation and want occasioned by the unusual high cost of living, which at present shows an increase of 120 per cent since our basic salary allowance was established in 1916 at \$900 per annum. This was increased 10 per cent for the year 1917 and 5 per cent added for the year 1918, and no change made for the year 1919. Our present salary stands at \$1,035 for the fiscal year ending June 30, 1920, which is absolutely inadequate to meet the cost of living conditions, which are steadily increasing and have reached approximately the increased percentage above mentioned of 120, and no reasonable hope of a radical change that promises relief except through increased wages.

A survey and estimate of the cost of living according to statements submitted by 48 of the 64 laborers employed in the St. Louis post office showed that it cost a total of \$54,606.24 for the year ending June 30 to live, and that their earnings at \$1,035 per man was \$49,680, leaving a balance to be covered and earned by their wives or by some other source of \$5,005.44, an average of \$104.28 per man more than their salary, with the added 15 per cent allowed in 1918. This we believe to be very unfair and unjust and does not uphold American ideals.

The appropriation for the Post Office Department for the fiscal year ending June 30, 1920, did allow clerks and carriers an increase of \$100 on their salaries, but owing to the fact that laborers were not classified, the poorly paid but very essential post-office laborer, although their living costs and other economic conditions are practically the very same as their more fortunate and higher-paid associates, we therefore petition a reclassification of salaries for post-office laborers, based on a classification of this class of employees in grades 1, 2, and 3, compensation \$1,200, \$1,300, and \$1,400 per year, increasing from the initial or entrance salary of \$1,200 automatically with each year's service until the maximum grade is obtained of \$1,400.

We hope to call attention to the fact that although our duties embrace almost every item of the care and discharge of mail matter that is expected of the post-office clerk in any division, and that our whole duty is, in classified civil service, determined by examination, however we are not classified employees. We hope that this honored committee will recommend, along with their report, a change to classification for post-office laborers and a change of name or title of this class of civil employees to that of post-office service clerk, which we believe will more properly convey the idea of the meaning of the duties which are incumbent and usually performed by this class of employees and remove a certain odium which prevails in connection with the name "laborer" and better define the true value of the importance of the service performed and remove the implication of a lack of ordinary intelligence not attached to other postal employees, which is humiliating to this very essential and useful class of civil service employees and prevents the recognition of the need of grades and difference in salary according to ability and efficiency gained by experience. It is our hope that the reforms set forth in this humble petition will meet the approval of this honorable committee and that they will consent to recommend the changes requested herein, namely, a higher-paid, graded salary, a classification of post-office laborers, and a change of name to that of post-office service clerk.

Statistics of actual living cost per month, submitted June 30, 1919, by individual laborers employed in the St. Louis post office.

	In family.	Married.	Children.	Rent.	Cost of living.	Car fare.	Incidentals.
F. Berry.....	2	Yes.....		\$18.00	\$38.00	\$3.60	\$10.00
Eugene Brown.....	1			16.00	37.50	3.60	17.10
M. D. Shepperd.....	2		1	12.00	45.00	3.60	17.00
A. B. Young.....	3		8	8.00	45.00	3.60	18.00
W. B. Edwards.....	1			15.00	35.00	3.60	50.00
Jas. X. Ryan.....	4	Yes.....	2	10.00	70.00	4.00	2.25
J. L. Garrett.....	2	Yes.....		17.50	37.50	3.60	55.00
S. A. Williams.....	2	Yes.....		18.00	40.00	3.60	40.00
C. C. Windom.....	5	Yes.....	3	20.00	50.00	3.60	30.00
Jas. A. Bowen.....	1	Yes.....		20.00	40.00	3.60	30.00
H. B. Holmes.....	3	Yes.....	1	20.00	45.00	3.60	20.00
J. L. Day.....	3	Yes.....	1	14.00	45.00	3.60	20.00
C. A. England.....	4	Yes.....	2	15.00	60.00	3.60	12.00
Richard Olney.....	3	Yes.....	3	15.00	39.30	3.60	45.00
Wm. Askew.....	5	Yes.....	3	16.00	52.00	4.00	42.00
Chas. Flieschner.....		No.....	2	12.00	45.00	3.60	40.00
H. W. Schuman.....	3	Yes.....	1	17.00	40.40	3.72	25.13
J. W. Douthitt.....	1	No.....		12.00	30.00	3.60	35.00
A. Kramer.....	4	Yes.....	2	27.50	45.00	3.60	10.00
M. Simmons.....	2	Yes.....		22.00	37.00	3.60	35.04
C. S. Brown.....	1	Yes.....		11.00	38.00	4.60	20.05
E. Williams.....	4	Yes.....	2	18.00	60.00	3.60	40.00
H. H. Grant.....	4	Yes.....	2	30.00	45.00	3.60	60.00
C. A. Brown.....	5	Yes.....		12.00	40.00	3.60	50.00
G. I. Simmons.....	3	Yes.....	1	32.50	60.00	3.60	50.00
S. M. Smith.....	2	No.....	1	15.00	35.00	3.60	20.00
R. A. Bowman.....	3	Yes.....	1	30.00	40.00	3.60	50.00
S. Batchelor.....	2	Yes.....		18.50	30.00	3.72	25.00
F. H. Byrnes.....	2	No.....	1	12.00	60.00	3.60	12.50
W. H. Ultzen.....	3	Yes.....	1	16.00	60.00	3.60	10.00
Oscar Grear.....	3	Yes.....	1	12.00	38.00	3.60	51.00
G. Holmes.....	3	Yes.....	1	15.00	45.00	3.60	45.00
G. W. King.....	3	Yes.....	1	12.00	30.00	3.60	20.00
Jas. Leatherwood.....		Yes.....	3	12.00	65.00	3.60	5.00

Statistics of actual living cost per month, submitted June 30, 1919, by individual laborers employed in the St. Louis post office—Continued.

	In family.	Married.	Children.	Rent.	Cost of living.	Car fare.	Inc. dent.
A. F. Posner.....	7	Yes.....	5	\$14.00	\$70.00	\$3.60	\$2.00
H. Spengemann.....	8	Yes.....	6	14.00	50.00	3.60	2.00
L. Schaeperkötter.....	.....	Yes.....	3	15.00	60.00	3.60	2.00
W. J. Merrill.....	4	Yes.....	2	15.00	60.00	3.60	2.00
T. F. Thomas.....	2	Yes.....	.....	18.00	36.00	3.60	2.00
A. A. Wilson.....	4	Yes.....	2	20.00	60.00	3.60	2.00
B. Toennemann.....	2	Yes.....	1	17.00	63.00	3.60	2.00
N. L. Renner.....	3	Yes.....	1	14.00	54.00	3.60	2.00
Geo. Houston.....	1	Yes.....	.....	20.00	30.00	3.60	2.00
L. Brethold.....	1	Yes.....	.....	8.00	28.00	3.30	2.00
B. Blackhardt.....	.....	Yes.....	1	15.00	55.00	2.40	2.00
W. A. Chappelle.....	6	Yes.....	4	12.00	75.00	3.20	2.00
S. Kendall.....	5	Yes.....	3	12.00	65.00	2.80	2.00
Jos. Laususe.....	2	Yes.....	1	18.00	45.00	3.72	2.00

The above is the individual statements of each party named herein and was submitted and tabulated on June 30, 1919. The cost of living has increased in every item named from 18 to 20 per cent, since this statement was submitted. This does not include clothing nor doctor's bills and represents the voluntary statement of the 64 laborers employed in the St. Louis post office, based on their average cost per month from June 30, 1918, to June 30, 1919.

The following are some important facts in the steel strike situation:
Wages paid unskilled help, lowest, \$3.50; highest, \$6. Skilled help, lowest, \$5; highest, \$70 to \$80. Highest priced help, rollers, who run up to \$80 a day and average \$30. Next highest priced help, melters, who average \$20 a day. Average wages paid 1918, \$1,950.

A table of salaries received by workmen in many of the principal branches of industry in St. Louis, Mo., is published under the heading "Clerks in first and second class post offices."

We respectfully submit this statement as the prayer and desire of the 64 laborers employed in the St. Louis post office, and sincerely hope to meet with the approval and recommendation of this honored investigating committee and we will be glad to present any evidence of any facts you may desire or require which we can furnish that may be of any value to aid in your investigations.

Senator GAY. Gentlemen, this concludes the hearing in St. Louis. I want to assure you that it has been a great pleasure to the commission to be here. I regret that the entire commission could not have come, but business in Washington has detained several of the members. The testimony that we have heard has been very valuable, and I am sure I express the sentiments of the commission when I repeat to you that we expect to get busy and try to frame legislation which will relieve the situation at as early a date as possible. [Applause.]

Mr. H. L. FULLER. Mr. Chairman, in behalf of the clerks and postmasters and all of the ladies and gentlemen representing the different branches here I desire to express to you our sincere thanks for your patience and your efforts, in trying to help us to increase our salaries and reclassify our salaries, and I make a motion that the body extend our thanks by a rising vote.

(The audience rose.)
(Whereupon, at 5.20 o'clock p. m., the commission adjourned.)

FIRST-CLASS POSTMASTERS

HEARINGS

BEFORE THE

JOINT COMMISSION ON POSTAL SALARIES

CONGRESS OF THE UNITED STATES

SIXTY-SIXTH CONGRESS.

FIRST SESSION

FOR

FIRST-CLASS POSTMASTERS

HELD AT

WASHINGTON, D. C.

OCTOBER 14, 1919

Volume 2



**WASHINGTON
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1919**

JOINT COMMISSION ON POSTAL SALARIES.

JOHN H. BANKHEAD, Senator from Alabama, *Chairman*.
JOHN A. MOON, Representative from Tennessee, *Vice Chairman*.
KENNETH McKELLAR, Senator from Tennessee.
EDWARD J. GAY, Senator from Louisiana.
THOMAS STERLING, Senator from South Dakota.
GEORGE H. MOSES, Senator from New Hampshire.
THOMAS M. BELL, Representative from Georgia.
A. B. ROUSE, Representative from Kentucky.
HALVOR STEENERSON, Representative from Minnesota.
MARTIN B. MADDEN, Representative from Illinois.
 CECIL A. BEASLEY, *Secretary*.
 ISHAM P. BYROM, *Assistant Secretary*.

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POSTAL SALARIES.

JOINT COMMISSION ON POSTAL SALARIES,
Washington, D. C., Tuesday, October 14, 1919.

The commission met at 10.50 o'clock, Hon. John Bankhead (chairman) presiding.

Present: Senators Bankhead, McKellar, Gay, Sterling, Moses; Congressmen Moon, Rouse, and Steenerson.

The following postmasters were in attendance: Messrs. Colin M. Selph, St. Louis, Mo.; Thomas G. Patten, New York, N. Y.; Charles W. Fay, San Francisco, Calif.; Walter C. Burton, Brooklyn, N. Y.; George B. Snyder, Youngstown, Ohio; C. E. Hogadone, Grand Rapids, Mich.; Hay T. Thornton, Richmond, Va.; Harrison Parkman, Emporia, Kans.; Bart M. Gatling, Raleigh, N. C.; B. G. Oosterbaan, Muskegon, Mich.; Frank B. Schutz, Milwaukee, Wis.; Marion Lucas, Savannah, Ga.; G. A. Huffman, Des Moines, Iowa; Edward Austin, Battle Creek, Mich.; James W. Kelley, Long Island City, N. Y.; S. A. Kinnear, Columbus, Ohio; Adolph Lankering, Hoboken, N. J.; A. J. Kennedy, Flushing, N. Y.; A. R. Cornwall, Watertown, N. Y.; C. O. Dunbar, Santa Rosa, Calif.; Thomas M. Stork, Santa Barbara, Calif.; F. M. Hopkins, Binghamton, N. Y.; M. M. Morrissey, Bloomington, Ill.; Charles J. Mulliken, Champaign, Ill.; J. W. Binder, Hackensack, N. J.; E. J. Higgins, Bloomfield, N. J.; Matt. Ely, Jersey City, N. J.; C. U. Stone, Peoria, Ill.; T. J. Cunningham, Taylorville, Ill.; S. T. Montague, Portsmouth, Va.; R. B. Smyer, Birmingham, Ala.; C. H. Fortman, Helena, Mont.; E. D. Lambright, Tampa, Fla.; W. J. McBeth, Braddock, Pa.; Herman Wise, Astoria, Oreg.; F. S. Myers, Portland, Oreg.; Frank C. Sites, Harrisburg, Pa.; F. A. Ray, Herkimer, N. Y.; Philip Troup, New Haven, Conn.; David A. Wilson, Hartford, Conn.; Charles Green, Bridgeport, Conn.; B. F. Maher, New London, Conn.; John J. Bohl, Stamford, Conn.; Ed. P. Hectorne, Avon, Ill.

The CHAIRMAN. Gentlemen, this is a meeting of the first-class postmasters who desire to present their views to the commission in reference to the conditions obtaining in their offices, and so forth. I would suggest that it would be much better if you will all file, as far as you can, after you have made your statement, your views in writing, so that the commission may be able to refresh their minds when they come to consider and analyze this question. It is much better to rely upon a written statement than it is upon one's memory. You can not expect this commission to remember everything you say. Therefore, I want to urge you to put your views in writing as far as possible and leave it with the commission. I believe Mr. Colin M. Selph, the postmaster at St. Louis, Mo., is the chairman of the postmasters' conference, and I will call upon him to inaugurate the proceedings.

STATEMENT OF MR. COLIN M. SELPH, POSTMASTER, ST. LOUIS, MO.

Mr. SELPH. Mr. Chairman and gentlemen of the commission, on behalf of the postmasters of the first class of the United States, we want to express our appreciation of the privilege accorded us, and the invitation extended to us, to come here and express our views. I am told that this is the first time in the history of the Postal Service that the postmasters have been invited to appear before a congressional commission in their own behalf. We feel that we are not appearing here only in our own behalf, but we are appearing here with the spirit and the sentiment of the entire personnel of the Postal Service, because we desire not only to speak in our own behalf, but we desire also to speak in behalf of the worthy and efficient employees of the Postal Service who serve with and under us.

I desire to present, and ask your indulgence until I read, a brief which was prepared by a committee of representative postmasters, which I shall submit to you. May I read it?

The CHAIRMAN. Sure; go ahead.

Mr. SELPH (reading):

We, representative postmasters of the United States, have been duly authorized by postmasters of the first class throughout the United States to appear and present to your honorable commission the arguments hereinafter set forth in their behalf in particular, and a summary in behalf of postmasters of all classes. We therefore beg leave to submit the following:

CHANGE IN STATUS OF POSTMASTERS.

There have been no changes in the classification of salaries of postmasters of the presidential class since March 3, 1883. We believe it will be admitted without question that the conditions surrounding the appointment of postmasters in 1883 were entirely different, both from a service and a personal standpoint, than they are to-day. Under the system as it existed then and for many years afterwards qualification and ability were not considered of first importance, and the appointee was not required to give much of his time to the duties of his office. He was only expected to assume the responsibility of accounting for the funds which came into his hands. In nearly all cases postmasters had other and more lucrative business or employment.

PRESENT CONDITIONS AND QUALIFICATIONS SURROUNDING APPOINTMENT OF POSTMASTERS.

When the present salary schedule was inaugurated in 1883 it was permissible for postmasters to have some outside resources to supplement the pay of their offices, and they were allowed, without criticism, to engage in outside commercial activities. In later years, however, the demands of the service have become so persistent as to preclude the possibility of postmasters successfully carrying on any permanent, or extensive enterprises, and finally, by direct order of the department, postmasters must devote at least eight hours a day to their offices, the possibilities of adding regularly to their income by outside endeavor has been reduced to practically none.

Yet in spite of this situation the questionnaire recently issued to postmasters, and particularly first-class postmasters, recognizes very definitely that postmasters may have outside interests and by inference makes plain the fact that men of sufficient caliber to be efficient postmasters must have outside interests to add to their salaries so that they may have an income sufficient to meet their needs.

It will not avail us to go further into detail as to past and present duties of a postmaster, and we only desire to cite enough evidence on this point to forcibly bring to the attention of this conference the fact that we are not traveling along in the same old rut, and that a present-day postmaster is an entirely different kind of official from the old-day postmaster.

The position has increased in importance and in the required duties thereof, but the salary classification has remained unchanged for 36 years.

INCREASE IN DUTIES OF POSTMASTERS.

(A) GENERAL.

Postmasters' duties were greatly added to by reason of the war, but it is far from our intention to urge any increase of salary or other personal benefits for any war work or activity.

I want to say right here that it is far from our intention to urge any increase of salary or any personal benefits on account of or because of any war work we may have accomplished, because we were assisted in that work by the loyal and faithful employees who served with us, and there was no more patriotic body in the United States, and no more efficient work done than that accomplished by those in the post office, but we would resent any suggestion that we desire to receive any reward for any work that may have been accomplished by the post office. [Reading:]

We assert that there was no more loyal or patriotic body of men engaged in war work than the postmasters of the United States, and we resent even the suggestion that we have received, or now desire to receive, any reward whatsoever for the many and diversified services rendered by us.

However, it is a fact that, outside of war work, the post office has gradually become the agency for all other departments at Washington. It is a wonderful system, whereby the Government has a personal representative in every single city, village, or crossroads in the United States. And the usefulness of that system is fast becoming more apparent at Washington. The Treasury Department, the Agricultural Department, the Census Bureau, and the War and Navy Departments are constantly and regularly calling upon the postmaster for information and services. It is almost a daily occurrence to receive a request which reads "by permission of the Postmaster General," for some statistical information or for some service outside of postal affairs.

(B) CUSTODIANS OF BUILDINGS.

Practically every first-class post office and many of the other classes are now housed in Government buildings. In almost every instance the postmaster is the custodian of the building.

The appointment as custodian comes from the Treasury Department unsolicited, and is entirely outside of the Post Office Department, and not in any way to be construed as a part of the Postal Service or work. The custodian is obliged to supervise the janitor force, negotiate contracts for repairs, additions to the building, annual supplies, etc., and then to supervise the work, make inspection thereof, and certify vouchers. In addition, the office is burdened with much correspondence and clerical work.

For all of this the postmaster is not paid. He is compelled to render services as custodian without remuneration except his salary as postmaster.

CENTRAL ACCOUNTING SYSTEM.

The inauguration of the central accounting system affects principally offices of the first class, although there are many second-class offices and a few third class which have been designated as central accounting offices. There are also some first-class offices which are not central accounting. Your commission is probably thoroughly familiar with this system, but in order to make this argument complete we will very briefly outline the idea involved as follows: Formerly every single post office, regardless of class, worked direct with Washington—received their supplies direct and accounted direct. Under the central accounting system practically all communication on the part of the third and fourth class offices with Washington is cut off. Third and fourth class post offices, now known as district offices, make requisition on their central accounting office for all stamps and stamped paper and make their reports to the central accounting office. This is briefly the system as established by the department, but in addition the system has grown to the point where the district officers make the same use of the central accounting office that they formerly did of the department at Washington.

They apply to the central accounting office for all information desired, interpretation of rules, regulations, and orders, and for advice generally. In addition, they make frequent requests to be furnished with supplies and materials. All cash is paid into the central accounting office. It will be readily understood what a wonderful saving this system is to the department, not only in accounting labor but in relief from almost constant communications from district offices, which now go to the central accounting office. When the accounts of the central accounting office are audited, it is, in effect, an audit of all the district offices under the jurisdiction of that central accounting office.

This system necessarily shifts all the burden of this work from the department to the central accounting offices, yet no credit is given the central accounting office and no increase in the salary of central accounting postmasters has been made.

The increase in the duties, utility, and responsibility of the central accounting offices is in our opinion so apparent as not to require further discussion, and we will pass on.

UNFAIRNESS AND IMPROPRIETY OF PRESENT METHOD OF COMPUTATION OF POSTMASTERS' SALARIES.

It is, of course, well known that salaries are now computed on the basis of volume of postal receipts; that is, on the volume of sales of stamps and stamped paper, and that alone.

Your honorable commission is familiar with the salary tables, but for convenience of reference we will quote them at length herein, as follows:

THIRD CLASS.

Receipts of \$1,900 and not exceeding \$2,100, \$1,000 salary.
 Receipts of \$2,100 and not exceeding \$2,400, \$1,100 salary.
 Receipts of \$2,400 and not exceeding \$2,700, \$1,200 salary.
 Receipts of \$2,700 and not exceeding \$3,000, \$1,300 salary.
 Receipts of \$3,000 and not exceeding \$3,500, \$1,400 salary.
 Receipts of \$3,500 and not exceeding \$4,200, \$1,500 salary.
 Receipts of \$4,200 and not exceeding \$5,000, \$1,600 salary.
 Receipts of \$5,000 and not exceeding \$6,000, \$1,700 salary.
 Receipts of \$6,000 and not exceeding \$7,000, \$1,800 salary.
 Receipts of \$7,000 and not exceeding \$8,000, \$1,900 salary.

SECOND CLASS.

Receipts of \$8,000 and not exceeding \$9,000, \$2,000 salary.
 Receipts of \$9,000 and not exceeding \$10,000, \$2,100 salary.
 Receipts of \$10,000 and not exceeding \$11,000, \$2,200 salary.
 Receipts of \$11,000 and not exceeding \$13,000, \$2,300 salary.
 Receipts of \$13,000 and not exceeding \$16,000, \$2,400 salary.
 Receipts of \$16,000 and not exceeding \$20,000, \$2,500 salary.
 Receipts of \$20,000 and not exceeding \$24,000, \$2,600 salary.
 Receipts of \$24,000 and not exceeding \$30,000, \$2,700 salary.
 Receipts of \$30,000 and not exceeding \$35,000, \$2,800 salary.
 Receipts of \$35,000 and not exceeding \$40,000, \$2,900 salary.

FIRST CLASS.

Receipts of \$40,000 and not exceeding \$45,000, \$3,000 salary.
 Receipts of \$45,000 and not exceeding \$60,000, \$3,100 salary.
 Receipts of \$60,000 and not exceeding \$80,000, \$3,200 salary.
 Receipts of \$80,000 and not exceeding \$110,000, \$3,300 salary.
 Receipts of \$110,000 and not exceeding \$150,000, \$3,400 salary.
 Receipts of \$150,000 and not exceeding \$200,000, \$3,500 salary.
 Receipts of \$200,000 and not exceeding \$260,000, \$3,600 salary.
 Receipts of \$260,000 and not exceeding \$330,000, \$3,700 salary.
 Receipts of \$330,000 and not exceeding \$400,000, \$3,800 salary.
 Receipts of \$400,000 and not exceeding \$450,000, \$3,900 salary.
 Receipts of \$450,000 and not exceeding \$500,000, \$4,000 salary.
 Receipts of \$500,000 and not exceeding \$600,000, \$5,000 salary.
 Receipts of \$600,000 and upward, \$6,000 salary.

From the above table of salaries it should be noted that as the volume of business transacted grows, the percentage of increase in salary is lowered.

The average post office can not hope to do better than grow and advance to one of the first class, and an average first-class office in the ordinary course of events can not hope to transact business very much in excess of \$150,000. Therefore, under the above tables, the maximum salary which an average first-class office can ever hope to attain is \$3,400. To obtain another \$100 of salary the office must transact another \$50,000 worth of business; then another \$60,000 worth of business for another \$100 of salary; and then the table jumps to \$70,000 to obtain \$100 more salary.

Under these tables an office transacting the first \$45,000 worth of business draws a salary of \$3,000, and yet under these tables an office transacting \$150,000 worth of business only gains \$100 in salary when they increase their business to \$200,000.

The larger the postal business transacted, under ordinary and normal circumstances, the larger the general business of the office; or, in other words, the postal receipts are only a barometer, and with their increase there is also an increase in all other departments and divisions of the office. This means an increased force to supervise; increased accounting, increase in incoming mails and deliveries; increased registry and insurance business, and, in fact a corresponding increase in the business of the entire office.

Yet in one case these tables say it is worth \$3,000 to transact and supervise a business of \$45,000, and in the other case it is worth but \$100 to transact and supervise a business of \$50,000. This plainly is an inconsistency.

As stated, these tables take into consideration only the actual postal business transacted. This is really the easiest and most simple of all the post-office work.

In an office doing \$150,000 business two or three female clerks can handle all the sales, and one or two clerks can do all the accounting and reporting. An average office doing a \$150,000 business has a force of from 50 to 70 clerks and carriers. What are the 45 or 65 clerks doing?

They are looking after the dispatch of mails, receipts of mails, deliveries, money order, registry, postal savings, parcel post, insurance, collections, money-order deposits, handling of supplies, nixie desk, postage-due desk, and countless other duties of an office of this size.

All of the above comes under the direct supervision of the postmaster. He must positively see that all of the parts of this great system are properly functioning. For all of this work the postmaster receives no credit whatsoever in the line of compensation.

READJUSTMENT OF POSTMASTERS' PAY.

Since the present schedule of postmasters' pay was formulated the following activities have been introduced, and not one of them is directly represented in the receipts, viz: Postal savings, rural delivery, village delivery, central accountancy, parcel post, Government-owned vehicle service, highway express routes, subagencies, supply depots, and branches of the dead-letter office.

June 30, 1919, the amount of postal savings on deposit was \$148,471,499 in 5,931 offices.

Rural routes were serving 27,290,459 persons, or 6,041,404 families, and cost \$53,166,502. They handled 3,892,927,736 pieces of mail; 43,320 carriers were employed on 43,453 routes, covering 1,127,110 miles.

Eight motor vehicles, express routes, running from January 1, 1918, to June 30, 1918, employed 105 trucks, earning at an annual rate \$430,396.78, of which the annual profit would be \$40,772.08.

In the Government-owned vehicle service 464 trucks were purchased at an expense of \$774,854.57, making a total of 965 trucks in service.

Central accountancy was established in approximately 2,000 offices.

These are samples of activities that have been added to postmasters' duties and responsibilities that are not in any way reflected in postmasters' pay.

The readjustment of postmasters' salaries for 1918 shows that while the gross receipts for the calendar year ending December 31, 1917, showed an increase of \$27,858,144, the total postmasters' pay, as readjusted on these receipts, showed a decrease of \$108,500.

A fair salary schedule would recognize these duties and responsibilities and give compensation for them.

PLAN OF READJUSTMENT OF POSTMASTERS' PAY.

It is impossible to figure a schedule of post-office pay without having a complete tabulation of receipts and a record of activities added as the post office grows, such as mail distribution, domestic money orders, foreign money orders, postal savings, star routes, rural delivery, village delivery, central accounts, free delivery, depository work, branches of the dead-letter section, subagency, supply depots, foreign exchange offices, Government-owned vehicle service, highway express service. Post offices should be reclassified so as to secure a better pay for lower grade offices than under the present schedule of pay, and a percentage should be added to the pay for each additional activity added to the post-office work in the lower grades.

In applying these percentages, it would not be difficult to graduate them in amounts in proportion to the extent of the activity involved, such as additional compensation for the supervision of each star route starting from an office, or each rural route, or each hundred or thousand money orders issued, or population served, or each square mile of territory entitled to and given free delivery, or the number of post offices depositing or receiving supplies, or the amount of exchange work done. Also the schedule should be carried on above offices with receipts of \$600,000 and \$6,000 pay to where the pay would be at least \$12,000 per annum.

All different activities are installed after investigation and permission by the Post Office Department and after further investigation as additional clerical and carrier hire are applied for.

COMPARISON OF POSTMASTERS' SALARIES WITH SALARIES PAID IN BANKING, INDUSTRIAL, AND OTHER BUSINESS CIRCLES.

It should be considered that the post office is simply a great big business operated upon business principles, and in which business the postmasters are valuable and experienced executives. If comparison is made with the salaries of the more important employees in banking, commercial, and industrial activities, it is readily apparent that such salaries are largely in excess of those paid to postmasters.

(A) BANKING.

Because of the peculiar nature of the banking business, which is practically dealing in dollars, it would be unfair to compare the business transacted in dollars and cents with the postal business. We have also taken into consideration the fact that executive heads of banks are often large stockholders and thereby receive unusual salaries. So, in setting forth our statistics as applied to banking circles, we have only considered the salaries paid to cashiers, tellers, etc., who are not the actual head of the institution, but employees, in the commonly accepted meaning of the term.

We have received information from 14 cities concerning banking institutions which shows that the average salary paid to officials such as described above to be \$5,783 plus.

In considering the above statistics, the difference in the character of the employment should be taken into account. In the case of cashiers, tellers, etc., their duties are chiefly ministerial. They are not usually required to exercise any particular degree of discretion. The higher executive heads, the boards of directors, the discount and examining committees, assume nearly all the responsibilities, whereas the postmasters' duties are almost entirely executive, and the exercise of discretion and sound judgment is the first and foremost requirement of the position.

Senator MOSES. Will you be good enough to elaborate on that particular part—the exercise of discretion in conducting the affairs of the postmaster's office? In what degree does that take place and in what manner, and how far from the regulations?

Mr. SELPH. They are always within the spirit of the regulations. They can not depart from them, but the regulations give them latitude for the use of discretionary power in the handling of mails and many other things that come within their jurisdiction; to meet pub-

lic demands, to cooperate with the business public, and it largely has to be discretionary, because time would not permit of submission of the demands of the business public to meet the requirements. I can not state just what they are in detail, but they are many and they come up at unusual times, and they require quick judgment. Have I answered the question?

Senator MOSES. Only in general terms. What I would like is a specific instance.

Mr. SELPH. Well, for instance: In an industrial neighborhood in St. Louis, there was a contract station that received parcel-post mail. The mailers delivered their parcel-post packages there—some three or four thousand packages a week.

The contract was annulled with the clerk in charge because of indiscreet actions on his part, and there was no depot to receive the parcel-post mail sent by the industries. They called on me and I immediately arranged—and I had to do it speedily—for the collection of that parcel post by the motor vehicles that took out the parcel post. In other words, we arranged for the prompt collection of parcel post without delaying those mailers. We often have submitted to us publicity matter from the mail-order houses which we have to pass on. But this is all done within the spirit of the regulations. If it becomes a moot question, the section provides that we submit it to the department before making a ruling.

Senator STERLING. By whom was the party in charge of this station relieved?

Mr. SELPH. By the department. We could not relieve him, except on authority of the department.

Mr. STEENERSON. Who recommended his relief?

Mr. SELPH. The post-office inspector.

Mr. STEENERSON. Does the postmaster have anything to do with that?

Mr. SELPH. We have nothing to do with the cases that involve the loss of money or the loss of any funds. We have to report to the post-office inspector, and he investigates and makes a report at once to the department. The contract was annulled.

Mr. STEENERSON. By the postmaster or the department?

Mr. SELPH. By the postmaster on order of the department. It was a dereliction on his part. He claimed that his safe had been robbed of money and stamped paper, but it developed that it had not.

The CHAIRMAN. How long would it take you, in a case of emergency at your office, to make application to the department for instructions where you thought you were acting out of the letter and still within your jurisdiction? How long would it take you to appeal here for instructions and get it back?

Mr. SELPH. In that case we usually wire and get it back the same day.

The CHAIRMAN. Well, sometimes you would be required to enter into a case more fully and you would have to do it by mail. In that case, it would take several days?

Mr. SELPH. It takes 24 hours for mail to reach here, and probably if it did not arrive until late in the day it would go over until the next day. It takes approximately six days or a week to write

the case up, get a requisition and a reply. But if it is an emergency not covered by the rules and regulations, we send a telegram.

Mr. MOON. How much does the postmaster in St. Louis get?

Mr. SELPH. \$8,000, minus the premium he pays on his bond.

Senator STERLING. How much is that?

Mr. SELPH. \$200.

Mr. MOON. Isn't that enough?

Mr. SELPH. I should say it wasn't.

Mr. MOON. You think yourself worth more than a Congressman or a Senator, then, do you?

Mr. SELPH. I don't want to take issue with the gentleman on that score.

Mr. MOON. Well, how much more do you think you ought to have?

Mr. SELPH. I think we ought to be put on a basis of the business done and that we ought not to be paid less than \$12,000 per annum, but I am not here asking for an increase in my own salary.

Mr. MOON. You would be getting as much as a Cabinet officer.

Mr. SELPH. I am not comparing a postmaster of that class with a Cabinet officer. If I were a wealthy man I would be glad to sit in the Cabinet for nothing.

Mr. MOON. But the Cabinet officers are not wealthy men, as a rule.

Senator McKELLAR. Some of them have to withdraw from the Cabinet because they don't get enough salary. I know of at least one instance where a Cabinet officer had to withdraw on that account.

Mr. SELPH. Well, maybe some of the postmasters will have to resign for the same reason. Our salary doesn't buy us any more than the salary of anybody else. A dollar to-day only has the purchasing power of 50 or 60 cents.

Mr. MOON. That doesn't apply to you any more than to anybody else.

Mr. SELPH. I say it applies just as much to us as it does to anybody else.

Senator STERLING. What is the amount of business done at your office?

Mr. SELPH. The postal receipts were \$7,440,000 last year.

Mr. MOON. What is the amount of your bond?

Mr. SELPH. \$200,000.

Mr. MOON. Do you pay the premium?

Mr. SELPH. Yes, sir; \$200. I don't personally handle the money myself, but I am responsible for it. We handled last year, in all kinds of funds, \$72,000,000.

Senator STERLING. What are the salaries of some of the supervisors of superintendents under you?

Mr. SELPH. The maximum salary is that of the assistant postmaster, which is \$4,200—\$4,200 plus a bonus of \$200.

The CHAIRMAN. He gets 50 per cent of your salary?

Mr. SELPH. Yes, sir.

Senator MOSES. Is it true in your office, as it has been said for a good many offices, that the assistant postmaster practically runs the office?

Mr. SELPH. No; I run my own office.

Mr. MOON. It is said to be true in most offices.

Mr. SELPH. I desire to correct that impression. There are very few postmasters in the United States but what conduct their own offices.

Mr. ROUSE. I can testify on behalf of Mr. Selph on that.

Mr. SELPH. I reorganized my office and I run it from start to finish. I am entitled to all the credit and I am willing to take whatever discredit there may be.

The CHAIRMAN. I think you might go on now and read your brief.

Mr. SELPH (reading):

The bank cashier and teller are but a cog in the wheel, whereas the postmaster is the power which rotates the wheels of his own office.

(B) INDUSTRIAL AND BUSINESS CIRCLES.

We find that salaries in industries and business range all the way from \$6,000 per annum (which cases are few and far between) to \$50,000 per annum. Information received from 68 concerns show the average volume of business transacted to be \$702,777 plus, and the average salary paid to their chief executive to be \$9,939 plus.

An interesting feature of our statistics is that in not one single case reported did the volume of business even equal the total volume of business transacted at the average first-class post office, of which Watertown, N. Y., is typical. At the Watertown, N. Y., post office during the last fiscal year the following itemized business was transacted:

Money orders issued, local.....	\$520, 014. 65
Money order funds deposited by other postmasters.....	513, 216. 60
Postal receipts.....	244, 782. 61
War-savings stamps receipts.....	408, 646. 23
Revenue stamps receipts.....	5, 656. 31
Postal savings deposits.....	23, 434. 00
Total.....	1, 715, 740. 40

In addition to the above, money orders were cashed in the sum of \$441,177.74, and postal savings withdrawals amounted to \$16,893.

The pay roll for the year was \$78,493.42. These last-mentioned items, while not taken into account in the fiscal statement, nevertheless represent added labor and accounting and indicate capacity of business.

As we have stated, the Watertown office is an average first-class office. The population served is about 33,000 persons. One and three-fourths millions of dollars' business is handled at this office. The postmaster's salary is \$3,400.

CONCLUSION.

In conclusion, we desire to urge upon the commission the peculiar position occupied by the postmaster in his respective community. We realize that a public official can not expect to receive compensation from the Government because of duties and obligations outside of his official work; but, nevertheless, the customs and traditions which have grown up around the office of postmaster, and which have been countenanced by the Government either officially or unofficially, and which have now become a fixed responsibility, must be considered in arriving in judgment at a fair and just compensation for postmasters.

Permit us to refer to the local standing of the postmaster in his community.

To satisfactorily perform these multifarious official and unofficial, though very necessary, duties he must have the respect of his community to commence with and must retain this respect throughout his tenure of office. In short, the postmaster, to be an efficient official, must "maintain a position," and to do so costs him much money.

As we stated at the outset of this brief, the present salaries of postmasters were fixed 36 years ago, when the receipts of the Post Office Department were \$45,650,624.82, as compared with the receipts of the last fiscal year ended June 30, 1918, which were \$388,975,962.24, which included \$44,500,000 of war

postage. This is more illuminating as to the need of a reclassification and readjustment which will increase postmasters' salaries than any other argument we can advance.

We respectfully submit this as our case.

CHARLES W. FAY,
Postmaster, San Francisco, Calif., Chairman.

FRANK B. SCHUTZ,
Postmaster, Milwaukee, Wis.

GEORGE B. SNYDER,
Postmaster, Youngstown, Ohio.

HARRISON PARKMAN,
Postmaster, Emporia, Kans.

WALTER C. BURTON,
Postmaster, Brooklyn, N. Y.

A. RAYMOND CORNWALL,
Postmaster, Watertown, N. Y.

SPECIAL COMMITTEE ON BRIEF AND ARGUMENT.

Concurred in by the general conference of postmasters of the first class assembled in Washington, D. C., this 14th day of October, 1919.

COLIN M. SELPH,
Postmaster, St. Louis, Mo., and Chairman
Postmasters' General Conference.

Attest:

FRANK C. SITES,
Postmaster, Harrisburg, Pa., Secretary.

Mr. MOON. What do you mean there by "maintain a position"?

Mr. SELPH. He is expected to contribute to every civic and patriotic enterprise initiated in his town; he is expected to contribute to almost every charity; he is expected to belong to a great many business and civic associations. In short, he is expected to be one of the leading and foremost citizens, and if he is not, he is a dead one.

Mr. MOON. That doesn't prevent him from performing the duties of his office well, if he doesn't belong to these organizations.

Mr. SELPH. No; but he gets in touch with the elements he is serving.

Mr. MOON. Do you think the Government ought to pay salaries to officers with a view to whatever idea they may have of maintaining their social dignity or position?

Mr. SELPH. I didn't say anything about social dignity. I am talking about his business position.

Mr. MOON. Ought they pay salaries with reference to the amount he pays for belonging to all these organizations?

Mr. SELPH. My answer to that is "No."

Mr. MOON. Then why did you mention it?

Mr. SELPH. I mentioned it to show what it costs me to live.

Mr. MOON. You don't maintain that that is a necessity?

Mr. SELPH. In a way it is a necessity; if he is going to keep up to the times.

Mr. MOON. If he is going to run in the society game, he might have to have \$100,000 to spend.

Mr. SELPH. This is not society; this is no pink-tea affair. It is belonging to worthy civic societies.

Mr. MOON. You think the Government ought to contribute enough to the postmaster to enable him to contribute to all these things?

Mr. SELPH. No; I wouldn't put it that way; but his position requires that he do these things.

Mr. MOON. If that is the case, a Member of the House of Representatives should have \$25,000 a year.

Mr. SELPH. If I was sitting in the House, I would vote for an increase. I don't think they get enough to live on.

Mr. MOON. Oh, go 'way; they get enough. There isn't a man on the floor of the House or Senate that is representing a constituency as a whole that gets as an average one-fifth of the salary of a Congressman.

The CHAIRMAN. They are not supposed to be worth more than one-fifth.

Mr. MOON. Well, there are a great many of them that are worth more.

The CHAIRMAN. And there are a good deal of them not worth anything.

Mr. MOON. You had better go on record as to the worth of a postmaster to society.

Mr. SELPH. I never mentioned society.

Mr. MOON. Then, as to his worth to the business organizations.

Mr. SELPH. That's it.

Mr. STEENERSON. Now, I would like to ask a few questions. You spoke about the work of central accounting office postmasters. Have you ever done that work yourself, or is it done by the clerks?

Mr. SELPH. Of course, the detail work is done by the clerks, but I supervise it.

Mr. STEENERSON. The actual work is done by clerks and the clerks are paid for by the Government?

Mr. SELPH. But the responsibility is mine, and I have to supervise it and see that the work is done properly.

Mr. STEENERSON. What degree of supervision is necessary?

Mr. SELPH. I visit my finance section at least once every day.

Mr. STEENERSON. You would do that anyway if there wasn't any central accounting, wouldn't you?

Mr. SELPH. It is added responsibility and added work.

Mr. STEENERSON. We have heard a good deal about this central office accounting work, and I came to the conclusion that there was very little compensation due the first-class postmasters on that account, because the clerical force is required by them to do the work, but some of these third-class postmasters are doing this work and get no clerks to do it; they have to do it themselves.

Mr. SELPH. That is very true.

Mr. STEENERSON. And they are entitled to extra pay because they do the extra work.

Mr. SELPH. I agree with you.

Mr. STEENERSON. But I can not see where the mere supervision, together with the supervision of the rest of the office, would be entitled to extra pay.

Mr. SELPH. If that were the only thing, we would not be entitled to anything.

Mr. STEENERSON. But I am talking about that distinct thing just now, and I am asking you whether you think you ought to be entitled to extra salary for work as a central accounting postmaster?

Mr. SELPH. Not for that alone.

Mr. STEENERSON. I am simply limiting it to that, because the actual work is done by clerks furnished and paid for by the department—by the Government.

Mr. SELPH. Well, I have to supervise it.

Mr. STEENERSON. Well, what do you say the work of supervision in your office would be reasonably worth?

Mr. SELPH. I don't want to make the statement that we want an increase in salary based simply on the central accounting system. It is one of the many.

Mr. STEENERSON. We have to segregate these to make a fair estimate of what to give. There are some postmasters that I think ought to receive more and there are others that I think should hardly receive any extra pay.

Mr. SELPH. Well, for the addition of the central accounting system alone, my answer would be that some postmasters should not receive any extra pay, but there are so many other things.

Mr. STEENERSON. I am not talking about the other things. Now, the department, when they asked Congress to establish this central accounting system, represented to the Post Office Appropriations Committee of the House that it would be a great economy and that it would save \$30,000 worth of accounting work in the auditor's office. Now, I have figured out according to the statements that have been made by the different postmasters that do this accounting that it would cost us, if they paid them what they demand, from \$750,000 to \$1,000,000 a year to pay for this work, which formerly was done in the auditor's office, and he claims they only saved \$30,000. It has been a rather costly saving if that is correct.

Mr. SELPH. I didn't get one extra clerk.

Mr. STEENERSON. That's all right. I think that the solution of the problem is that the postmasters who are getting extra clerks for that work are not entitled to extra pay.

Mr. SELPH. There are very few postmasters that get extra clerks.

Mr. STEENERSON. Didn't all the first-class offices get extra clerks?

Mr. SELPH. Not for the central accounting system. I got them because of the increasing mail that was going up by leaps and bounds.

Mr. STEENERSON. Well, you don't pay the clerks for that work, do you?

Mr. SELPH. I have no more men in the auditor's office than I had before.

Mr. STEENERSON. But the men are paid by the Government?

Mr. SELPH. Oh, yes; certainly.

Mr. STEENERSON. So that it shouldn't add to the postmasters' salaries.

Mr. SELPH. Well, the postmaster's duties have multiplied twenty-fold.

Mr. STEENERSON. I am aware of that, but I am trying to find out what we should do with these claims on account of the extra accounting work. How much do you think ought to be added to the compensation of a postmaster who has, for instance, 20 central accounting offices—I mean district offices—to take care of?

Mr. SELPH. What class of office?

Mr. STEENERSON. A third or second class postmaster who has 20 offices to take care of.

Mr. SELPH. I think his salary should be increased not less than 25 per cent.

Mr. STEENERSON. Would you say that \$15 per office would be enough per year?

Mr. SELPH. No; I don't think that would pay him for clerk hire.

Mr. STEENERSON. You think that he ought to have, for 20 offices, about \$1,000?

Mr. SELPH. Yes; about that.

Senator STERLING. What is embraced in your central accounting office work, may I ask?

Mr. SELPH. The receipt of moneys, with a statement from the district offices; the system of bookkeeping; the system of checks and balances; the system of then accounting to the department—to the Auditor for the Post Office Department.

Senator STERLING. How many offices are included in the system?

Mr. SELPH. In my district?

Senator STERLING. Yes.

Mr. SELPH. I think, 27.

Senator STERLING. And in your office the central accounting work is done for these 27 outside offices?

Mr. SELPH. Outside offices in the county.

Mr. STEENERSON. Now, with regard to the clerical force and carrier force in your office. We had hearings in Chicago, and St. Paul, and Minneapolis, and some other cities, where there was considerable talk on the part of the clerks about promotions; dissatisfaction with regard to the manner in which promotions were made. Is there any such dissatisfaction in St. Louis?

Mr. SELPH. None whatever. Our promotions are made solely on merit.

Mr. STEENERSON. There was testimony to the effect that politics had something to do with it?

Mr. SELPH. That was a Bolshevik statement.

Mr. STEENERSON. Who made it?

Mr. SELPH. Some man in Chicago.

Mr. STEENERSON. Did you hear it?

Mr. SELPH. No; I read about it.

Mr. STEENERSON. Well, but the same statement was made in St. Paul.

Mr. SELPH. I resent those statements. It is an imputation against the honesty of the postmaster. The postmaster of Chicago isn't a man who makes promotions on politics.

Mr. STEENERSON. You are undertaking to deny these statements on the behalf of the postmasters of St. Paul and Minneapolis and the other cities?

Mr. SELPH. I do.

Senator STERLING. Are you familiar enough with the methods of these postmasters to say that?

Mr. SELPH. I am. If any promotions were made on account of politics, it was not Democratic politics.

Mr. STEENERSON. It might have been Republican politics.

Mr. SELPH. It must have been.

Mr. STEENERSON. In some of these places, the clerks claimed that religious influences brought the promotion of some clerks over others.

For instance, I think it was claimed in one place that they had to belong to a certain denomination to get a promotion.

Senator MCKELLAR. Was that in Chicago?

Mr. STEENERSON. No; not in Chicago.

Senator MCKELLAR. I have known the postmaster of Chicago for 25 years, and there isn't a straighter man in the world.

Mr. ROUSE. Will you yield, Mr. Steenerson? You will remember that the man in Chicago who was testifying refused to give any specific instances in which promotions were made for those reasons.

Mr. STEENERSON. I think they all did that because they were afraid they would be punished.

Mr. ROUSE. At the same time, he refused to recall any specific instances.

Mr. STEENERSON. I requested the postmasters at St. Paul and Minneapolis, who were present at the hearings, to submit tables of promotions made during their incumbency, which I believe covered a period of five years or so, showing the seniority of each person promoted, and also showing the demotions and the reasons, so that the commission could determine whether the rule of seniority had been violated in the making of promotions.

Mr. SELPH. I don't understand what you mean by the rule of seniority.

Mr. STEENERSON. For instance, there are 10 clerks; 1 clerk who has been in office 14 years, another 10, and some 5. Now, if a man with the 5 years' service was promoted to a special clerk grade, for instance

Mr. SELPH. He might be a better man. The man who has been there 15 years, or 14 years, might be aged, derelict, or superannuated, or of no account. He ought not be promoted over the efficient man.

Mr. STEENERSON. But it is possible that when a man has been in the service a long time, he is a reliable, efficient man.

Mr. SELPH. Not necessarily so.

Mr. STEENERSON. It is presumably so.

Mr. SELPH. That's all it is, a presumption. It is not a fact.

Mr. STEENERSON. In a case where there were 10 clerks with different lengths of service. You were asking me what I meant by the rule of seniority. I mean the promotion goes to the one who has served the longest.

Mr. SELPH. You can't do that and run a good post office.

The CHAIRMAN. I understand your promotions are on merit?

Mr. SELPH. Absolutely on merit.

Mr. STEENERSON. You don't pay any attention to seniority?

Mr. SELPH. No, sir; I want the man's efficiency record before I make promotions.

Mr. MOON. You pay no attention to politics?

Mr. SELPH. Absolutely not.

Mr. MOON. Suppose two men are equally efficient; match up in every way; and one is a Democrat and the other is a Republican; which one would you give the job?

Mr. SELPH. Isn't that rather a personal question?

Mr. MOON. No; we want to see how you feel on that.

Mr. SELPH. The world knows who I would give it to.

Mr. MOON. Well, I don't.

Mr. SELPH. I would give it to the Democrat.

Mr. MOON. Well, then, what is the use of saying there is no politics in it?

Mr. SELPH. There are no politics.

Mr. STEENERSON. Do you think the clerks in the St. Louis office could sustain your statement that there are no politics?

Mr. SELPH. Yes; they would.

Mr. STEENERSON. Are you aware of the fact that our mails have been burdened with complaints from the St. Louis post office to that very effect?

Mr. SELPH. From discharged employees, probably.

Mr. STEENERSON. From others, too.

Mr. SELPH. I am not aware that it comes from others.

Mr. STEENERSON. Are you aware that there has been quite an insistent demand that there should be a hearing down there to find out if your treatment of the employees is impartial?

Mr. SELPH. I am aware that the walking delegates of the ultra radical element have made that demand.

Mr. STEENERSON. Who are the walking delegates?

Mr. SELPH. One Flaherty and one Ryan.

Senator Moses. Who are these men?

Mr. SELPH. They are the secretary of what is known as the Federation of Clerks and Federation of Railway Mail Service.

Mr. STEENERSON. Ryan is the head of the Railway Mail Association. Have you any other reason to call them untra radicals, except that they represent the clerks?

Mr. SELPH. Oh, yes; they have all the earmarks of the ultra radical element.

Senator Moses. They struck me as being rather amiable gentlemen when they called on me.

Mr. SELPH. Of course; they came to you to get something. I want to say, Mr. Steenerson, I am ready and willing to have you investigate the St. Louis post office and the St. Louis postmaster any time you want.

Mr. STEENERSON. You would not oppose it?

Mr. SELPH. Absolutely not. Everything is open for your investigation at any time that you are ready.

Mr. STEENERSON. You spoke of the salary of the first-class postmaster and said \$12,000. Would that be for St. Louis?

Mr. SELPH. St. Louis is one of the five places that receive \$8,000.

Mr. STEENERSON. You think twelve thousand would be all right?

Mr. SELPH. In private corporations, for the work I have accomplished for the St. Louis office, I would get much more.

Senator Moses. You are not attempting to maintain that the growth of the Postal Service is due to the enterprise of the postmasters, are you?

Mr. SELPH. No; but I am here to maintain that the efficient management of the post office is due to the efficient postmasters that went on the job.

Mr. STEENERSON. You spoke about the financial burden of maintaining a position; that you had to contribute to all sorts of civic and patriotic enterprises and organizations; that you had to belong to them.

Mr. SELPH. Yes, sir.

Mr. STEENERSON. Does that include any political contributions?

Mr. SELPH. No, sir; it does not.

Mr. STEENERSON. You make political contributions, don't you?

Mr. SELPH. That is a private matter.

Mr. STEENERSON. You refuse to answer?

Mr. SELPH. No; I don't refuse to answer. I make political contributions as a private citizen, not as postmaster.

Mr. STEENERSON. How much do you contribute a year—a thousand dollars a year?

Mr. SELPH. No; I couldn't afford that.

Mr. STEENERSON. Five hundred?

Mr. SELPH. About that.

Mr. STEENERSON. And if your salary was raised to twelve thousand, you would raise it?

Mr. SELPH. No; I don't think I would.

Senator McKELLAR. I wonder don't the members of the commission also contribute to political campaigns.

Mr. STEENERSON. Congressmen are called upon to contribute considerably more than the postmasters. They have to run every two years and it costs a great deal more.

Mr. SELPH. I know; I ran for Congress twice myself.

Mr. STEENERSON. And you failed to get elected?

Mr. SELPH. I did, sir.

Senator McKELLAR. Let me ask you this; don't you know that one of the principal campaigns you have contributed to is for the Congressmen and Senators who are here?

Mr. SELPH. Yes. They hold me up every two years. And a man wouldn't be a good American citizen if he didn't contribute to his party.

Mr. STEENERSON. My postmasters never contributed one cent to mine.

Senator McKELLAR. You have poor postmasters.

The CHAIRMAN. I don't think this question of political contributions has anything to do with the work of this commission.

Senator McKELLAR. It shouldn't have come up, but as long as it did, we are going to have it out. We are not going to have only one end of it.

Senator STERLING. I would like to have the witness advise us as to the salaries of clerks.

Mr. SELPH. In what respect?

Senator STERLING. As to what their salary ought to be, in your judgment.

Mr. SELPH. I believe that the entrance salary of clerks should be \$1,200; likewise the carriers. I believe there should be automatic promotions of a hundred dollars each at a period of, say, six months after he has served his probationary period. I think his maximum salary should be \$1,800. A clerk requires more intelligent study than a letter carrier. A letter carrier is required to walk, read, and write, while a clerk is required to devote some time to the study of schemes and it requires more intelligence. He should, therefore, get more salary. I think the maximum salary for an efficient letter carrier should be \$1,600, and that of a clerk \$1,800. I think the minimum salary of a supervisory official should be \$2,000. They should then go on up

to \$6,000. We are losing every day the efficient men of the service in all sections because of the low salaries paid, and it is with great difficulty that we can get even temporary help at 40 cents an hour.

Senator STERLING. That is the experience in your office, is it?

Mr. SELPH. Yes, sir. We had to get a class of help at 40 cents an hour by appealing to the colleges and schools for the use of their students, but they can only work a limited number of hours. Clerical labor, or letter carriers, to work more than two or three hours in the afternoon we find is difficult to obtain for 40 cents an hour, because they are paid from 60 to 75 cents an hour in other lines of industry.

Senator McKELLAR. Do women make competent clerks? Why are they not employed more generally?

Mr. SELPH. They do not make competent distributors?

Senator McKELLAR. I am speaking now of clerks.

Mr. SELPH. They do not make good distributing clerks; they make good window clerks and statisticians and bookkeepers. They are difficult to manage in a large office. They do not respond to the same discipline as the male clerks. They want to come down to the office in georgette waists and high-heeled shoes and dress up as if for a pink tea, and they want to get off on the days when they want to get off. They get sick suddenly and they are not dependable. But when you put them in the window positions and tempt them with an increase of salary, they make very good window clerks and very good office clerks.

Mr. ROUSE. What is about the average time that a clerk has to spend on scheme study?

Mr. SELPH. Well, if he is a quick-witted fellow, he doesn't spend much time. If he is impressionable and can commit to memory a scheme and is a student of geography, it is an easy matter, but where he is not, it requires a study of at least two or three hours a week.

Mr. ROUSE. Let me ask you one other question. You fix the maximum salary of the clerk at \$1,800; have you any recommendations to make in regard to special clerks, or would you abolish that grade?

Mr. SELPH. The special clerk is a term, as I understand it, used to promote above the maximum salary of the distributing clerk. The special clerk does office work in the financial section or something requiring a great deal of intelligence, more than ordinary intelligence, in the mailing section.

Mr. ROUSE. Would you make an additional grade?

Mr. SELPH. Yes; I would have a grade of \$2,000 and one of \$1,900.

Mr. ROUSE. You would have two grades?

Mr. SELPH. Nineteen hundred and two thousand dollars; yes.

Mr. ROUSE. Now, I want to ask one other question and I am through. If these recommendations should be adopted, of course it would require a great deal of money to pay these salaries. What recommendations or suggestions have you with regard to raising this money?

Mr. SELPH. Well, I have my views on that, but I don't want to be out of harmony, either with Congress or with the Postoffice Department, but I would retain the postage rate of 3 cents on first-class letter mail and 2 cents on postal cards. The public got used to it. It gave the department revenue to meet these contingencies incident to the high atmosphere of the economic situation.

Senator McKELLAR. Why not make second-class mail matter pay for its carriage?

Mr. SELPH. It ought to pay more; considerably more. We lose money on the handling of second-class mail.

Senator MOSES. Going back to the question of women clerks. How is it possible to tempt women clerks at the windows with increased salary more than it is possible to tempt the women distributors with increased salaries?

Mr. SELPH. Well, the merit system.

Senator MOSES. They wouldn't get any large increases. Their automatic promotions wouldn't be any more. I can not understand why there is a differential between the women at the windows and the women in the other departments.

Mr. SELPH. She doesn't like to distribute mail; she doesn't like to study; and she doesn't like to be put in contact with many men. She doesn't prosper and thrive there and progress, but she does progress at the stamp windows and in the business office.

Senator STERLING. I was interested in what you said about employing students from the schools as clerks. Now, I would like to have you state just how you were enabled to do that.

Mr. SELPH. We call upon the president of the faculty and get from him a list of the students—he invokes the referendum in the college—we get a list of the students who desire to accept these temporary positions. Our work begins, in the large post offices, when everybody else has stopped. The peak of the day is between 6 and 9 o'clock, and that is when we require what is known as the substitute help, now known as temporary help, in order to face the mail and make primary distributions and assist in many other ways, and they can easily come at that hour and work two or three hours.

Senator STERLING. Do you employ some of these as clerks and some as carriers?

Mr. SELPH. Very few as carriers. They don't like to carry mail. We have some who act as substitute carriers, but we have to fit their work to suit their hours, so that it doesn't interfere with their studies.

Senator STERLING. Can you make efficient clerks of these men?

Mr. SELPH. Very. I have induced some of them who have graduated to take the civil-service examination. Many of them have qualified and been appointed. I have also induced returned soldiers to take the examination, and I have now a list that will be eligible for use on the 25th of the month that I think will carry with it about 225 returned soldiers, and, in many cases, we find them very efficient and they respond easily and quickly to discipline and the rules of the office.

Senator STERLING. You spoke about the receipts of the office, postal receipts, as being something over \$7,000,000. What are the disbursements of your office?

Mr. SELPH. The expenses of our office?

Senator STERLING. The expenses of your office.

Mr. SELPH. Will you permit me to refer to my notes?

Senator STERLING. Yes, sir.

Mr. SELPH. This is the fiscal year, 1919, ending June 30: Receipts, \$7,427,055.60; expenditures, \$2,742,288.43. The difference is \$4,679,767.17. I thank you very much, gentlemen.

Mr. STEENERSON. Mr. Chairman, before we proceed, I want to file with the commission a letter of transmittal and a statement, or argument, of Mr. Purdy, the postmaster at Minneapolis, and also his statement of promotions—record of promotions during the last five years, which he promised to furnish the commission when we were at St. Paul. He was requested to furnish this statement, showing the seniority of each clerk promoted, and I have that statement here. The postmaster at St. Paul will do the same thing. There is also a brief in regard to this question of salaries.

(NOTE.—The statement by Mr. Purdy respecting promotions in the Minneapolis office appears in the proceedings of the St. Paul hearing, also the statement of Mr. Rath, postmaster at St. Paul.)

Senator GAY. Did you file a statement from the postmaster at New Orleans, Mr. Selph?

Mr. SELPH. No; I have not a statement, but I have here a letter which I would be glad to file.

The CHAIRMAN. Mr. Beasley was to furnish a program. We would like now to hear from Mr. Walter C. Burton, the postmaster at Brooklyn, N. Y.

**STATEMENT OF MR. WALTER C. BURTON, POSTMASTER,
BROOKLYN, N. Y.**

Mr. BURTON. Gentlemen of the commission: I appear here in a purely representative capacity. I am identified with the State postmasters association of the State of New York, and by appointment of the president of that association I am a member of the committee which submitted the brief which has just been read. I desire simply to state that the postmasters of the State of New York believe that this commission should recommend some increase of compensation for first-class postmasters and for the other classes of postmasters.

Senator McKELLAR. How much, in your judgment, for first-class postmasters? If you were fixing it yourself, what would you do?

Mr. BURTON. Well, the entire classification ought to be changed. I am speaking not so much for the first-class postmasters in the larger offices, such as myself, as I am speaking in behalf of the first-class postmasters in the lesser offices. For instance, the typical case suggested in the brief presented, of the city of Watertown, N. Y. It seems to me that in these smaller cities, smaller first-class offices, they are more in need of relief and consideration.

Senator McKELLAR. He gets \$3,400, as I recall it. What do you think would be a proper salary for offices in that grade?

Mr. BURTON. Well, I should say that if the classification were changed so that it would be possible in offices of that size to reach a maximum salary of, say, \$5,000.

Senator McKELLAR. That would be an increase of more than 50 per cent.

Mr. BURTON. I do not mean to say that there should be that increase made in any particular office, but that the basis of the normal classification increase should be readjusted so that the requirements for each \$100 increase would be modified and the increases become more frequent. I do not believe any increase exceeding 25 per cent could be very well justified.

The Central Accounting System, about which a good deal has been said, strikes very close to home in many of these smaller post offices. My office is not a central accounting office, although we receive remittances from Long Island aggregating more than a half million dollars a year, but that is merely a turning over of the money and requires no particular labor, but the smaller accounting postmaster, I think, as a rule, has to do a great deal of the work in connection with the central accounting system. He has to do that work himself. His office does not permit of the addition of clerical help, because there would not be sufficient work for that additional clerical help, if it was granted, to keep it fully occupied in the duties of the office. Therefore it devolves largely, in many instances, upon the postmaster himself. The postmasters in these smaller offices in the State of New York are very strong in the conviction that they should receive consideration in the report of this commission and in the action of Congress, and it is more particularly on behalf of these men that I appear as a member of the committee on this brief and before this commission orally. If there are any questions that I can answer pertaining to my own office, or any of the other offices in the State, I shall be happy to attempt to answer them.

Senator STERLING. Yours is an \$8,000 office.

Mr. BURTON. No, sir; mine is a \$6,000 office.

Senator STERLING. How long have you held the position?

Mr. BURTON. I have held the place for a little less than four years.

Senator McKELLAR. What is the business done in your office?

Mr. BURTON. The business of the Brooklyn post office—if you will permit me to refer to this memorandum—for the last fiscal year, ending June 30, the postal receipts were \$5,224,728.04. The situation in Brooklyn is somewhat peculiar in this; that the cost of maintenance of the Postal Service is larger in proportion to the receipts than it is in most other postal districts throughout the country.

Senator McKELLAR. Why?

Mr. BURTON. For the reason that because of our proximity to Manhattan, the large business mailings of the city are done in Manhattan and while the factories and the manufacturing plants of large business concerns may be located in Brooklyn, their offices where the business is transacted are located on the other side of the river.

Senator STERLING. Can you state what your disbursements for office expenses for the same year are?

Mr. BURTON. For the fiscal year ending June 30, 1919, the disbursements were \$3,609,116.89.

Senator McKELLAR. Leaving a net earning of how much?

Mr. BURTON. \$1,615,611.15.

Senator STERLING. Your expenses are nearly a million dollars more than the expenses of the St. Louis office.

Mr. BURTON. Yes; but we have a personnel in the Brooklyn office of 2,006 regular employees. We have 1,113 regular carriers. We serve a population of 2,225,000. The receipts of the Brooklyn office, according to the population, ought to be in a class with the receipts of Philadelphia, but on account of our proximity to Manhattan, and the large business mailings being done in that city.

the receipts of the Brooklyn office are very much less than would be naturally indicated by the population served.

Senator McKELLAR. Do you recall the receipts for Philadelphia?

Mr. BURTON. No; I do not, but I believe they are something in the neighborhood of twelve or thirteen million dollars. (In 1918 they were \$11,626,124.)

Senator McKELLAR. And the two cities are about the same in size?

Mr. BURTON. I don't know the exact population of Philadelphia, but I think they are approximately the same.

Senator STERLING. I would like to have your judgment with regard to the pay for clerks in your office.

Mr. BURTON. In the questionnaire which I submitted to this commission some time ago, I gave it as my opinion, that the initial salary should be \$1,200, and that there should be increases of \$100 at the end of six months and again at the end of one year, so that after a year's service, the postal employee would be receiving \$1,400, and from that point there should be annual increases until a maximum of \$1,800 was reached.

Senator STERLING. The entrance salary now is?

Mr. BURTON. \$1,000.

Mr. STEENERSON. You would increase it every six months?

Mr. BURTON. Every six months for the first year.

Mr. STEENERSON. And then annually?

Mr. BURTON. An then annually until the maximum was reached; yes, sir. And I believe that that action would have a tendency to strengthen the personnel of the post offices at the expiration of the probationary period of six months.

Senator McKELLAR. Do you coincide with Mr. Selph's views as to special clerks at nineteen hundred and two thousand?

Mr. BURTON. I do. I think that the special-clerk grade is a very necessary grade in the Postal Service for this reason: I have a personnel of more than two thousand employees, about eight hundred working as substitute clerks. Now, the number of promotions to the supervisory positions are necessarily limited and there is no means of taking care of a man who displays especial efficiency and ability except we have a grade such as that of special clerk, which if properly and honorably used in the Postal Service will be an inducement to the man of superior ability who, yet, might not have the qualifications for supervisory work and to whom a supervisory position might not be possible because of the limited number of such positions in the office.

Senator STERLING. As to the carriers, what are your views?

Mr. BURTON. I would make no distinction as between the letter carrier and the clerk. My experience during the present shortage of help has indicated very strongly to me that if any discrimination should be made in the pay of carriers as compared with clerks that it would be impossible to recruit carriers to the regular service. We have lots of new men who come in applying for work who are perfectly willing to be assigned as temporary clerks, but very few who are willing to take up the work of carriers. I do not believe that any distinction should be made in the rate of compensation as between the clerk and the carrier.

Senator STERLING. Have you suffered from loss of clerks and carriers because of the salaries alleged to be insufficient in your office?

Mr. BURTON. Yes; we have had, I think, since July 1, 1918, up to the end of September something like one hundred and fifty resignations in \$1,100 grade in the Brooklyn office and a considerable number, but not nearly so great, in the \$1,400 grade.

Senator STERLING. Do you attribute these resignations to the insufficient salaries?

Mr. BURTON. Yes, I do; and I am afraid that unless some substantial relief is granted in the near future, or if that relief, when it comes, is disappointing in character, that the resignations may be very much greater than they have been. The condition, as far as help is concerned, in my office is more serious now than it was a year ago.

Mr. STEENERSON. It is more difficult now to get help?

Mr. BURTON. It is more difficult to get help, and I want to say this to the commission: That while I have not been embarrassed in the matter of getting help, you can not maintain the maximum of efficiency in the Postal Service on the basis of temporary employment of the persons engaged in that service. I think that the tenure of office granted postal employees has kept the resignations from the service as low as they have been kept.

Now, when you take the temporary employee—many men come in seeking employment in the Postal Service with the idea that because it is Government work it is easy. They discover it is hard work and that the work is continuous and they drift out. Sometimes they will stay a week, sometimes only a few days; sometimes they will stay a month or two. Now, you are just beginning to get your temporary man into a condition of knowledge of the business which makes him of real service when he finds another position or he gets a little bit tired and drops out, so that the turnover among employees is so great that the temporary employee should not be too much relied upon, even though there may be plenty of men that are willing to take that position for the time being. You must have a fixed and permanent appointment in the Postal Service to get your men to appreciate the position and to realize the maximum of efficiency in the service.

Mr. STEENERSON. Is there any rule in regard to promotions in your office?

Mr. BURTON. Seniority doesn't figure. I can not imagine anything that would be more destructive of the development of efficiency in the service than to make promotions by seniority.

Mr. STEENERSON. That is what they call "automatic promotions"?

Mr. BURTON. Automatic promotions are promotions according to seniority; yes, sir. But they are a sort of agreement into which the Government enters with the man when he enters the service and while sometimes, perhaps, as a disciplinary matter a man might be withheld from an automatic promotion for three months or six months, because of some infringement of the rules or some laxity in his work, it is pretty generally recognized that if a man is entitled to be retained in the service at all, he is entitled to his automatic promotion, but if you are going to make promotions into the supervisory grades on the basis of seniority, you are going to kill your service and destroy ambition.

Mr. STEENERSON. How would it be if the qualifications and ability were about equal. would you pay any attention then to seniority?

Mr. BURTON. I would be inclined to pay some attention to seniority in a case like that, provided the senior person has not reached the age when his capacity is beginning to be impaired.

Mr. STEENERSON. I am assumng that the qualifications and ability were about the same.

Mr. BURTON. I should say, in that case the senior man was entitled to consideration.

Mr. STEENERSON. He would be preferred if they were equal?

Mr. BURTON. Yes; I think he should be.

Mr. STEENERSON. Do you think that is the rule you follow?

Mr. BURTON. I don't know that that question has ever been directly raised in any appointments that I have made. I have made appointments to the special clerk class, when it was in existence, and also to supervisory positions, of men who by their experience in the office had demonstrated their fitness and their ability for these places. I am frank to say to you, gentlemen, because this question may have some bearing upon it, that I have appointed many men—that is, I have promoted many men about whose politics I would be unable to give an answer, because I have no knowledge of them.

Mr. STEENERSON. So that that does not have any effect on the administration of your office?

Mr. BURTON. Not in my office; no, sir.

Senator STERLING. Other things being equal, it being a case of two men equally eligible and fit, you would give preference to the senior in service, would you?

Mr. BURTON. Yes. I think a man's length of service is entitled to consideration if no question enters as to the qualifications.

Senator McKELLAR. If they are both equally efficient, you would give the man who had been in the service longest the position?

Mr. BURTON. I think they are entitled to it. If the men in their personal capacity are equal and one man had some executive capacity which fitted him to perform supervisory functions better than the other man, in such a case I would not permit seniority to determine my judgment in favor of the senior man. In general, a proposition to recognize seniority is going to be detrimental to efficiency.

Mr. STEENERSON. I began by making that the reason for promotions, but, according to your own statement, where the qualifications are equal, the attainments are equal, the ability equal, you would recognize seniority?

Mr. BURTON. I would. I think the man is entitled to have it recognized. I think any postmaster would recognize it. So far as the assignment of letter carriers from collection work to delivery routes is concerned, seniority is followed in such assignments practically without exception.

Mr. STEENERSON. In your office?

Mr. BURTON. Yes, sir.

Mr. STEENERSON. Assignments from what?

Mr. BURTON. The younger men in the carrier service perform collection service. It is always the ambition of a letter carrier to be on a delivery route, and the younger men, the newer appointees, perform the collection service, except in the case of a few old men who no longer have the mental capacity to work a delivery route,

and the seniority determines the advancement of the men from the collection service to the delivery service.

Mr. STEENERSON. There is no difference in the pay?

Mr. BURTON. No difference in the pay; no, sir.

Mr. STEENERSON. Is one harder work than the other?

Mr. BURTON. Of course; the collection work has to be largely performed at night. The delivery work is performed during the daytime. The collector goes through the street at night, when he doesn't see anybody and nobody pays any attention to him. The deliveryman goes into the business offices on his route, or to the private homes, and he meets somebody who gives him a salutation—"Good morning, Carrier; good morning, Mr. So-and-so," so that the conditions surrounding the employment of the men on delivery work are very much more agreeable than the conditions surrounding the collector.

Mr. STEENERSON. So that that position is more sought after than the collector's position?

Mr. BURTON. Oh, yes; it is the ambition of every carrier to reach, as soon as possible, a delivery route.

The CHAIRMAN. Well, you can file your statement. We will have to ask you to suspend because of the limited time.

Mr. BURTON. I would like to say one word, if I may, with regard to the employment of women in the post office. That question was asked of the previous speaker. The employment of women generally in the post office has been a serious question as to whether it was a properly available employment for women or not. If women are coming generally into the postal service they should come in on equal terms with the men. I think the women themselves will concede that, and that will, of necessity, require that in the handling of mail they should take their tour in the night hours the same as the men are required to do. When you get beyond a certain number of women in an office, it is impossible to find preferred positions, such as window positions and desk positions, for all the women employed, and that is a question that ought to receive very careful and deliberate consideration as to whether it is a desirable thing, from the standpoint of the woman herself, that she should come into an employment where it may be necessary for her to report for duty—travel a long distance, perhaps—and report for duty at midnight and work until 8 o'clock in the morning.

Senator McKELLAR. Don't you think if they were generally employed, the Government would be more likely to furnish quarters for them?

Mr. BURTON. You mean domiciles?

Senator McKELLAR. No, no; working quarters. In New York and other places, the working quarters are very inadequate.

Mr. BURTON. I think that is true of most of the offices, except the newer ones. Our office in Brooklyn is an old one and it is difficult to keep clean, but we are doing what we can to maintain the sanitary conditions under which the force works at as high a standard as possible in view of the equipment we have.

The CHAIRMAN. Gentlemen, we are going to adjourn this hearing until 2 o'clock. Be here promptly, and I would submit to you gentlemen, as I said in the beginning, there are quite a number of you

to be heard, and you will have to cut your time down as much as possible and rely on your briefs.

Whereupon the commission took a recess at 12.10 o'clock.

AFTER RECESS.

The commission reassembled at 2 o'clock p. m., pursuant to recess.

The CHAIRMAN. Gentlemen, we will resume the hearing. If any of you have briefs that you wish to file after you have made your oral statement, we will be glad to have them.

The next gentleman on the list as furnished me by Mr. Selph, who is the chairman of your organization, is Mr. Fay, of San Francisco, Calif. Mr. Fay, we will be glad to hear you.

STATEMENT OF MR. CHARLES W. FAY, POSTMASTER, SAN FRANCISCO, CALIF.

Mr. FAY. Mr. Chairman and gentlemen, I do not know in approaching this subject whether there is much left to be said upon it, except to go into various features that have already been fairly well touched upon, and it is my idea and notion of this hearing that it is largely for the purpose of, as you might say, standardizing the department; and in respect to first-class postmasters in the standardization of the department, possibly a reclassification, they to assume the position and to fall into the cog, which any classification of that kind may happen to fit them into. Of course, in approaching it from that way, you can either approach it from the top down or from the bottom up. Now the agitation for sometime has been for the increase of the salaries of the employees. In passing, I may say that I firmly believe, not alone that it is due them, but that it is a necessity of the department, for the purpose of keeping up and preserving its efficiency and its workable condition that there must be a radical change.

Of course, my views are naturally secured and the only place where I can possibly hope to have any information from, is my immediate section or district. I come from California. We are the rim of the country, isolated from the centers where it would be possible to secure additional labor in case of a shortage at our own points; therefore our problem is one which we have got to handle directly ourselves. And I will say from the standpoint of the employee that we have had to meet a condition out there of a shortage of labor, and this shortage of labor has been emphasized and accentuated by the increase and large increase of salaries which have been paid in the industrial operations in that section; and the result is that, take it in the post office like mine, for instance, they have drafted, or they have secured, or lured off by higher wages—and we can't help it—some of the best men; in fact, the best men that are in the service.

Mr. ROUSE. May I ask you a question there, Mr. Fay? How many men in the supervisory force in your office have resigned in the last year?

Mr. FAY. Well, I think I might say there have probably been at least one-third of them—possibly a little higher than that. I haven't got those statistics exactly, but I will say this, in answer to the ques-

tion, that a great many of my better men have been taken into places where it was the experience of post-office knowledge and post-office work that made them valuable, such as insurance concerns, banks, business houses, large wholesale houses, and places of that sort, and their wages have been doubled; in other words, the hundred-dollar man is to-day getting \$175 and \$200.

Mr. ROUSE. Have the other offices in California had the same experience?

Mr. FAY. Practically they are in the same condition. But, of course, in the large centers, where the industrial activities and the commercial activities are larger, naturally they are the greatest sufferers. The point that I am trying to bring out is that the standard, compared with three years ago, has changed and gone back probably 35 to 40 per cent. In other words, the man that we used to consider a second-class or a third-class man, under the present order of things that exists is now the first-class man of the organization and the best help that we can get.

Now, Mr. Selph touched upon a little matter this morning that I can also bring forward, because it is a condition that exists in my office, and that is the necessity in the busy hours of the day of taking in temporary help. I have gone to the various high schools and to the colleges and to other educational institutions and invited the young men to come in after hours; and, in fact, that is the backbone to-day, I might say, of the organization in the San Francisco post office. I have from 90 to 100 of those young men. We have about 1,100 employees, counting laborers—including 951 regular carriers and clerks—and I have gone to the colleges and to the schools and those places where young men were studying, and I have invited them to come down and become temporaries in the office. Now, those men have taken on the duties of the regular clerk. We have a system in the office which is rather simple in the distribution of mail, and it does not require a very great amount of study. It is largely mechanical. In other words, they just simply have to know the alphabet; and the result of it is that these young men become fairly proficient in a few hours—or they at least become familiar with the system, so that they become very serviceable employees of the office. But I can not command them very much. They are not stable. They are not in a condition to make me feel that in case of stress, in case of a condition coming up requiring unusual effort, that I could rely absolutely upon them, because these young men like their play; they will work hard for three or four days, and then, due to some dancing party or other engagement, they absent themselves, because they all happen to be members of the same school or the same fraternity. The result is that frequently on days when we need them most we are short in our help.

Now, there has been a very great increase in the volume of business in the office which I know from statistics; I have no particular general knowledge of the condition of the post offices elsewhere, but, for instance, I might take a day, the 1st of October this year, when we had cancellations of 603,000. Well, that is approximately what a Christmas cancellation would be and was in 1918, a most unusual occurrence, as this is not particularly a time of the year to expect large cancellations. Now, in the month of September, last

month, we went ahead 18 per cent in our cancellations over the September of the year previous, and our receipts went ahead about 1 per cent, absorbing the entire difference between the 3 cents and 2 cents postage.

I only incidentally mention these things to give you an idea that there is a problem attached to the postmaster's position, and the question came up here this morning as to responsibility and as to reliability. A man has problems, and daily problems, to handle, which he must meet and which he must absolutely pass upon, or it means congestion; it means the killing of circulation in the office, which is the only feature in connection with post-office work that counts, because the cost is nothing, gentlemen, if we can get through and expedite the business. If there is a reasonable value given for the cost, then the idea is that you are fully compensated, because the people demand and receive the service.

Now, there is only one other little thing that might be of a personal nature that was brought up here this morning, and that is the activities of the postmaster and his relation to the commercial and business world, and his importance as such, and how he is received. I think to-day it can be safely said that the modern postmaster is a man that mixes up and is sought for by the various commercial and business activities, to be part of the business life of the city. Personally, that is my experience. I am a member of the chamber of commerce, and as such, a member of two or three committees, largely affected by the postal activities.

Recently the department sent out a request, unbeknown to us postmasters, and made inquiry of the large commercial houses in each community, and particularly of the chamber of commerce, as to what they thought about the postal conditions within the community and whether the postmaster was giving them service or not. Now, we are subjected to those things, and we therefore ought to be prepared to meet them. There is only one way in which we can do it, and that is to mix up in the activities of the community. Then as a man becomes possibly a little more identified, more prominent, he eventually is drawn into other activities, because you cannot confine yourself solely to those things that you might say are peculiar to your office. If you have any little mixing quality at all you are generally active in the community, and as such it gives you that position which has its demands and which has its drains upon your income, possibly gradual, but eventually almost permanent. So the result is that there is a condition, and a very changed condition, in the salary which the man received to-day as against five years ago.

I am not going into the high-cost-of-living feature. That has become, as you might say, too singsong. With it you are familiar. It has been statistically acquired and may be easily ascertained, and we have not been any different in our section than elsewhere throughout the country.

Now, as I say, we have fallen heir somewhat to those restrictions and to those conditions and exactions as much as any other class of men.

Now, going back to my first suggestion on the standardization of the department, I feel that if the system is going to be built up in certain branches of it, that it is only logical, it is only scientific, it is only fair that the thing should continue right up the line, and whichever

cog the postmaster fits into he should be accorded. In other words, there should be a complete reclassification.

Personally, I will say that I don't think that the Post Office Department is as well organized as it might be—and I am not saying anything particularly against its efficiency, because to-day I think it is fairly efficient. That can be determined, of course, by investigation, but I say that there are too many humps and hollows, and through congressional action, through regulations, where each man who has filled some position of rank and authority has left some mark of his personality back of him, because he filled the office for a short time, it has become what you might call a crazy-quilt proposition.

Now, if the thing could only be scientifically, logically, and properly worked out from a basic standpoint, there are many of the present details that could be eliminated and a great saving both in time and money effected.

Now, I don't want to be considered as coming here and making a personal plea. I was elected by an assembly of postmasters who, acting on the suggestion and invitation from this commission, as published in the Postal Bulletin, that this commission was going to hold hearings, felt that we should be represented, and they selected me as their speaker—feeble, as I may be in that respect, but at the same time they wanted me to present the case. Now, yesterday we had a discussion among all postmasters gathered here on a similar mission, and it was decided to save the time of the commission by presenting something composite, something that would be definite, and that we would join in making up a brief, so that this brief that has been submitted to you—they did me the honor of making me chairman of this committee—this brief that is submitted embodies our combined views, but we may not have touched various points which would be more interesting to you gentlemen than what is in the brief.

I feel that we are the workmen, we are the men that have to handle the situation every day. We are putting the thing through. I think that our position is one more of inquiry on your part than for me to come here and simply give you my views in a general sort of way; and if there is anything connected with the workshop of the Post Office, we ought to be the men that are familiar enough with it to give you the information that you desire.

Now, I don't know that I can say anything further on that score.

The CHAIRMAN. I understood you to say a while ago that your cancellations now were about equal to what your cancellations were when the postage was 3 cents?

Mr. FAY. Yes, sir.

Mr. STEENPERSON. I thought you said it was 1 per cent more.

Mr. FAY. No; I say that my receipts for the month of September were in excess very nearly 1 per cent over the September of 1918, although the postage was changed from 3 cents to 2 cents.

The CHAIRMAN. That is the point. That is an indication of an increase in business.

Mr. FAY. Yes; that is an increase in business. Now, you take the receipts of the San Francisco post office. When they paid a salary of \$6,000, in 1888, our receipts, in round numbers, were \$636,000. Last year they were \$4,600,000. Now, of course, there have been very many collateral features added to that proposition, and very many new things, as you gentlemen are aware, because Congress put them on—

the postal savings and parcel post and the war savings stamps and much else.

My office is a depository office, and our operations last year amounted \$80,000,000, or approximately that, as the depository office for the whole State of California; and, of course, my neighbor across the bay, who has an office where he takes in about \$600,000, gets the same salary that I do. I only mention that as an inconsistency. There has come a variance; there has come a change in this 35 or 36 years, in which the salary feature has been lost sight of. Now, the statement is made and invited, "Well, what is the matter? We can get somebody else for the job." Now, I say, gentlemen, that that is not the custom of procedure which is followed in industrial life. There is encouragement in industrial life, and men who show their ability, their aptitude, or their good disposition for the business are usually encouraged by being elevated up instead of being elevated out.

The CHAIRMAN. What do you say about the return to 3-cent postage?

Mr. FAY. I don't think, Senator, that it would make one whit of difference. I heard no complaint about it at all.

The CHAIRMAN. It would make a good deal of difference in revenue.

Mr. FAY. It would make a decided difference in the revenue; yes.

The CHAIRMAN. Do you think the public would complain?

Mr. FAY. I don't think so. I don't believe so; because I think they are looking more for service, and if this service can be improved and it can be kept up to a high standard, the result is that I don't think they would complain at all. Even the larger mailing houses, I don't think would complain. I have heard no complaint upon that proposition at all.

The CHAIRMAN. What would you say about the postage on fourth-class matter, such as magazines?

Mr. FAY. Of course, we are way out in that end of the country, and most of the publications come from this side of the country, and we are very anxious to have the latest and best literary effort of the day. We like to be in the swim to the extent of getting what the easterner will get. If you put a prohibitive rate upon magazines and papers coming out our way, it might make a difference with their circulation in that neighborhood. But I believe there can be and should be some sort of a schedule or some sort of an arrangement whereby there would be an equitable arrangement. I am not wholly prepared to say that the zone system is a proper system as at present inaugurated, but if the zones were made larger, or less in number and larger in area, I don't think there would be very much complaint. I think it is generally recognized that that portion of the service, or, in other words, the service accorded to the class, is entirely out of proportion to what the receipts are.

Mr. STEENERSON. It seems to me you are speaking about second class.

Mr. FAY. I mean second class; yes.

Mr. STEENERSON. Senator Bankhead asked about fourth class.

Mr. FAY. You are speaking from the parcel-post standpoint?

The CHAIRMAN. Well, I mean to include second class also. What I had reference to mainly was magazines and catalogues, and things of that sort.

Mr. STEENERSON. Catalogues are fourth class, but magazines are not.

The CHAIRMAN. I mean second-class also.

Mr. STEENERSON. Magazines are second-class, and catalogues are fourth-class, but they ought to be third; don't you think so?

Mr. FAY. Yes.

Mr. STEENERSON. Do you think they ought to pay 8 cents a pound?

Mr. FAY. I think that is a reasonable sum. All those things, when first put into effect, always cause some resentment, but I take it that is only because the fellow is a good loud howler. He exhausts himself sooner or later, then subsides and falls into line.

Mr. STEENERSON. You speak about the volume of mail having increased and that the receipts were nearly 1 per cent more this last September.

Mr. FAY. This month just passed.

Mr. STEENERSON. Now, how did the number of employees in your office at that time compare with what they were the year before?

Mr. FAY. Well, I can't very well make a comparison, Mr. Steener-son, for the simple reason that in my office to-day the civil service fails to present me with any employees. I can't appoint anybody regular, and I am running largely auxiliaries. That is the best assistance I can get, and the result of it is that if we measure it from an expenditure standpoint the expenditures and pay roll is no greater this September than it was last September. But it is differently located.

Mr. STEENERSON. You are doing more business and paying about the same amount in wages?

Mr. FAY. About the same amount in wages, but it just happens accidentally to occur that way, due to a large extent because many of the regular employees have left me.

The CHAIRMAN. And the high-priced ones?

Mr. FAY. The high-priced ones, yes; so I am taking in the 40-cent-an-hour man and trying to get him to do the work. But that is poor satisfaction. We can't continue that in a regularly organized service like the Post Office. We must make it attractive enough so that we can at least enter, if not fully into competition with these industrial activities in the community, at least sufficiently so, with the permanence of position, with the lifetime offering which is given to the Post Office employee, so that it will overbalance the difference in the wage.

Mr. STEENERSON. You think the service has deteriorated; that it isn't so expeditiously handled as it formerly was?

Mr. FAY. Well, I would not want to say that as a general statement, because I want to tell you that I have this experience to state, and I can say it without qualification and without hesitancy that there is not one single day in our post office that we have any mail matter left on the floor at all. We clean up every day, and we have only had one instance of overtime of a shift. A postmaster to-day, though, has got to go into those things very intimately and very much himself. He has got to be on the ground; he has got to mix amongst his men; he has got to see what services they are performing; he has got to go around amongst them and encourage them. He has got to be familiar almost with the individual that is doing the

work; and, therefore, there comes up that other question of promotions, which was brought up here this morning. In that respect I differ with my associates who appeared this morning. My plan is seniority and service.

Mr. STEENERSON. You pay no attention to politics?

Mr. FAY. I have never paid any attention to anything except the man that had the greatest length of service and who had the required percentage. That is the only guide, and I found that that was absolutely necessary; otherwise, I would be constantly importuned by the friends of everybody to put in this, that, and the other man. So I found that the best way was to give the promotion to the man entitled to it by his seniority. I won't say that always, every man that was promoted filled the position; there have sometimes had to be changes made due to inefficiency on his part because he could not make the hill, as you might say, but those have been very, very few instances. My plan is to take the list and if the man has the necessary percentage the promotion is given him. The fixing of the percentages is made by a committee that is not directly interested in the man with the exception that his superintendent is on it, the presumption being that he is the best-informed man as to his ability.

Mr. STEENERSON. Do you find that that system gives the best satisfaction?

Mr. FAY. Yes, sir. So that every man knows that when his time comes he is going to have his chance, and I find it very satisfactory.

Now, as I say, I make this statement because it is a little bit at variance with some statements made here this morning. That only brings up another point that if we were all standardized, if we were all put upon an equal footing, if there would be a commingling, as you might say, of all post offices into a composite, and the proper system adopted, I know it would make for economy and very much for efficiency. But I believe without egotism and without vanity, I think it can be stated, that the man in the workshop, the man that has the actual handling of the work, is the most competent man to judge of the needs of the service.

Mr. STEENERSON. Well, there is another thing right along this line. We have heard in other places postal employees advocating a doctrine that the postmaster should always be promoted from the ranks of the Postal Service. Now, do you agree with that, or do you think sometimes you get a more efficient man from the business world?

Mr. FAY. I think it answers itself, Mr. Steenerson. Why is he then a clerk or a carrier? I think he is cast out, to a certain extent. In other words, men ought to be selected for their fitness.

Mr. STEENERSON. They might be selected from the higher supervisory force.

Mr. FAY. They might be selected from the higher supervisory force, and if there is a civil-service requirement at any time covering the postmasters, undoubtedly those are the men that are going to be selected. They will have the best knowledge; they will have the best information, but they may not have the best executive ability, and it may be a very great mistake.

Mr. STEENERSON. That is what I was going to inquire about. Might it not be that the executive ability that is displayed in private enterprises would develop the talent that is best suited for the position of postmaster?

Mr. FAY. Exactly. There is frequently a very great difference between men that have the shadow of authority over them and who are capable of performing great things—I have seen many instances of that in private life—of the man that is a wonderfully successful manager of a department store; who is practically free in his operations of it—no restraints placed upon him—but that self-same man may go out and become a principal without any of that shadow of authority over him and he very often proves a failure. It just seems to be that they are better executives working under an executive, even though that executive may be a figurehead.

Of course, that may not always follow as a general rule, and I am not prepared to say that there are a very great many men of that type, but that brings me back to the point at this time that unless the growth of the post office is gradual, unless you are going to invite the right class of young men originally to take these positions in the lower grades and gradually go up in promotions through the post office, I want to tell you that you will be totally lacking in supervisories in a very short time and you will have no material to select—not alone postmasters from—but supervisories also. That is the condition we are confronted with right now.

Mr. ROUSE. What inducements would you offer?

Mr. FAY. It is purely competitive. It is really a question that you gentlemen can see just as easily as we can. The inducements I offer are purely: First, it is a permanent position. I would start them on the scale as given here this morning by Mr. Burton, which happens to be just exactly what I have written and presented upon this salary feature. In other words, I would start at \$1,200; I would make two promotions in the first year, and the yearly advances of \$100 until \$1,800 is reached. I would have no substitutes. I would induct a man immediately into the department. Now, frequently in the past—not frequently to-day, but in the past—it has sometimes happened that we have held a man for two years on the substitute list, when he would work, 9, 10, or 11 hours, according to his own inclination, earning \$100 to \$105 per month, and then when inducted as a regular appointee he would receive a salary of \$800 per annum. Well, that was discouraging, but the worst discouragement to him was that those whole two years which he served were lost and did not count in his automatic promotions; nor did it count in his seniority grade in the department.

Now, that has been corrected to a certain extent, purely because of the breakdown in the civil service in furnishing employees to the postal department. We had an examination here but a couple of months ago, the last one that we had, and I got two clerks and three carriers, and then before I could call them one of the clerks and two of the carriers dropped out and there were 40 vacancies to fill.

Mr. ROUSE. Would you make that apply to the clerks and carriers equally?

Mr. FAY. Oh, yes; both. I make no distinction on that. That barrier should be broken down. There should be no distinction.

Mr. ROUSE. You wouldn't have a substitute list for either clerks or carriers?

Mr. FAY. I would make an eligible list and I would fill all vacancies to regular positions direct from the list, and after a probationary period of six months I would put them on permanently; then all the rest I would let remain as temporaries. I would appoint temporary substitutes from the lists as we need them, and they can work then for the 40 cents an hour. Now the carrier works 8 hours in 10. In our office many of them, due to the increased cost of living and the necessity of increasing their incomes, work overtime by carrying special deliveries. Or they even come in and do case work. During war time, from purely patriotic motives, the entire carrier force worked at the case, which was a very valuable thing, because I could not get experienced men otherwise.

That is a condition, of course, that must not prevail as a permanent condition, because it ought to be built up on some sort of a proper basis and a proper, scientific arrangement, and unless you do it your circulation drops down, and the circulation is the only thing that counts in the post office.

Senator STERLING. Speaking about your increased business, Mr. Fay, don't you think that the reduction in postal rates has had a little something to do with that? Don't you think there is more use of first-class mail by reason of the reduction from 3 cents to 2 cents?

Mr. FAY. Well, I can't follow that in percentages, for the simple reason that there were several months when we had the 3-cent rate—for instance, the first month that we had the 3-cent rate, we went ahead something like 18 per cent. People only use the mails as they need it—except a very, very few.

Senator STERLING. I think I have seen statements from some of the authorities of the Post Office Department to the effect that it led to increased business and increased use of the mails—the reduction of the postage—and that compensated to a large extent for the reduction itself.

Mr. FAY. Well, I would like to see the figures. I like to base my knowledge upon the actual conditions.

Mr. STEENERSON. Of course, that has been the history of postal matters in the past, that when you reduce the postage the people use it more. When they reduced it originally from 3 cents to 2 cents, it reduced the revenue for awhile, but in a year or two the revenue increased again. But I think now that there is so little difference between 2 cents and 3 cents that a man would hardly stop mailing letters on that account.

Mr. FAY. When you stop to consider that the whole amount was \$44,500,000—

Mr. STEENERSON (interposing). That is only for part of a year.

Mr. FAY. Yes?

Mr. STEENERSON. It was about \$70,000,000 for the last year.

Mr. FAY. \$70,000,000 for the whole year?

Mr. STEENERSON. That has not been published yet, but that is what they tell me.

Mr. FAY. From November 1 to July 1 it was \$44,000,000.

Senator STERLING. Don't you think public sentiment would object to a return to 3 cents?

Mr. FAY. I am sorry they ever changed it. There might be some objection now, but I don't think it would last long. All of those things are irritating for the time being, but people become accustomed to it, and they allow it.

Senator STERLING. As to the second-class mail matter, take it with reference to magazines—periodical literature—doesn't it appear that the man who lives in the western country or the mid-continent, for example, should receive his magazine on the same terms exactly as the man who lives close to the publishers?

Mr. FAY. I think so.

Senator STERLING. It is educational in its nature.

Mr. FAY. It is educational, of course, in its character, so far as that is concerned; but still, people have to pay for the disadvantages of location at times. We suffer from that. We have got to accept it to a certain extent, but if the publisher wants to make us his customer he has got to absorb the increased postage cost. Now that is the feeling I have upon that proposition, and I think the publishers would recognize the advantages in the increased business, because naturally they can not all operate in one field; they must pioneer; they must get out, and as a result of that I don't think they would hesitate about getting out into our part of the country, even if it does cost them a slight percentage more to do it.

Senator STERLING. The man in the Middle West or the West, it occurs to me, has a right to say that his educational matter that comes through as second-class mail matter should come to him on just the same terms as it comes to the man living in the State of New York or elsewhere near the publishing houses. It seems to me that the American people have a right to expect that.

Mr. STEENERSON. They get it now. They only pay now for the extra postage on the advertising matter.

Mr. FAY. Yes; and that is his own enterprise. It doesn't affect the literary part of the magazine at all. He only pays the extra postage upon the increased value of his own business. Now, take another business operation—take the man that is engaged in the contracting business, for instance, in calculating a contract; he takes into consideration the employer's liability compensation, the income tax, and other fixed charges, and he figures it all as part of the original cost.

Senator STERLING. That is the employer who does that, but I am not talking now about the publishers; I am talking about all the readers, the subscribers to the magazine who may be taxed for that increased postage rate. He will have to pay a larger subscription price because of the higher rate that the publisher has to pay.

Mr. FAY. Well, I might answer that again, Senator, in another way. Take, for example, the moving pictures and look at the way in which they have raised their prices, justified purely because of the war, and has the attendance lessened? No; on the contrary, it has just doubled; it has increased enormously. It has trebled, I guess. And this in the face of very great increased prices. I am informed when the Congress was considering the placing of war taxes, it was estimated that 18,000,000 people were attending these moving pictures every day, and that the average price of admission

was figured at 10 cents. That was the original moving-picture price out our way. To-day they get an average price of 20 cents and put on 2 cents extra for war tax.

Senator STERLING. Where it is mere entertainment, as the movie is, they ought to pay it, and pay it freely and willingly.

Mr. FAY. On the other hand, there is that mental desire for the magazine, so the whole subject is one in which I think the public, after they know the conditions of things, would accept it. The American public seem to accept these new conditions almost without protest. Well, gentlemen, this is most pleasant to be accorded this attention.

There was one other feature that I thought might interest you, and that is this: San Francisco is a dispatch office, and I simply want to make one further comment concerning the new relationship of communication, you might say, between this country and the Orient. Whereas three years ago—two years ago, in fact—a shipment of mail amounting to five or six hundred bags on one of the oriental steamers was considered very respectable, the average now runs close to 1,000 bags upon each steamer that goes out of San Francisco. It has driven me to my wits' ends at times to find places to store this mail in the interim between the sailing of the steamers.

Mr. STEENERSON. How often are the sailings?

Mr. FAY. We have sailings sometimes twice, sometimes three times, sometimes four times a month. They run somewhat irregularly. For instance, I remember one shipment of Australian mail in which 14,080 bags were dispatched, and followed it in 11 days with 11,020 bags. To give you an idea of what this means, 14,080 bags call for a thousand tons of displacement on one of those steamers. I mention this to show the very great increase in mail which is coming from all over this country for exchange and dispatch at San Francisco.

Senator STERLING. The sailings are becoming more and more frequent as time goes on?

Mr. FAY. The sailings may increase, but I mention it as evidencing the enormous increase in business relations with these countries, and it must be handled, and the men downstairs, the clerks and supervisors, are required to become more familiar with the methods necessary to handle this increased volume of business.

Mr. STEENERSON. Is most of the increase fourth class?

Mr. FAY. Yes, sir.

The CHAIRMAN. We are very much obliged to you, Mr. Fay. Have you got a brief that you would like to file?

Mr. FAY. Well, I have some papers.

There is only one thing more I am going to ask the commission to permit me to say. I have a telegram from your commission according me permission to speak for the second and third class postmasters of California. I feel that their case is worse than ours. I can say that because I know conditions that exist, particularly with the third-class postmaster, who has to pay his rent and fit up his quarters and absorb much of the clerk hire. Whereas formerly it was merely an incident to his general mercantile business, it now takes practically his entire time to handle the post office, because of its increased volume, and he is suffering from it. His condition is very bad, and I think that ought to be given serious attention by your commission.

I would like to file some statistics on that, and I will do so with your secretary.

(NOTE.—Communications from second and third class postmaster-relating to conditions under which they are operating their offices and appealing for relief are on file with the commission.)

(Mr. Fay submitted the following written statement:)

MEMORANDUM OF POSTMASTERS' CASE.

The pay of postmasters has not kept pace with the increased cost of living and is altogether inadequate under present conditions. The classification upon which the schedule is based is antiquated and illogical and has not been amended since the act of Congress of March 3, 1883. It provides no extra compensation for offices where the receipts are over \$600,000, which puts the postmasters of the larger offices under a serious handicap as compared with the smaller first-class offices, except in the cases of the largest five post offices where special congressional acts have made a special salary classification of \$8,000 per annum. These offices are New York, Chicago, Philadelphia, Boston, and St. Louis. Between their receipts and \$600,000 there is a great range of post offices where postmasters are obviously very much underpaid.

The best commentary upon the situation among the \$6,000 postmasters is the question of the bond. There are \$6,000 postmasters whose bonds are comparatively low. There are others where the bond is very high. In the post office at San Francisco there the postmaster is paid \$6,000 per year. His bond is \$200,000.

In the smaller post offices, while theoretically the pay of the postmasters keeps pace with the increase of the service, at the same time, however just the schedule might have been when first put into effect, it has fallen far behind the cost of living in the 36 years since this was done.

In those years the service has expanded both in character and in scope; it has taken on new duties and responsibilities and greater efficiency and more complete service is being demanded as the years pass. It has taken its place as part of the transportation system of the country. Its responsibilities and the demands upon it are equal to and as complex as the demands made upon any of the other transportation systems and pay should be equal to any pay in other transportation systems for equal responsibilities.

When the present salary schedule was inaugurated, in 1883, it was expected that postmasters would have some outside resources to supplement the pay of their offices, and they were allowed, without criticism, to engage in outside commercial activities. In later years, however, the demands of the service have become so persistent as to preclude the possibility of postmasters successfully carrying on any permanent or extensive enterprises, and, finally, by direct order of the administration that postmasters must devote at least eight hours a day to their offices, the possibility of adding regularly to their income by outside endeavor has been reduced to practically none.

Yet, in spite of this situation, the questionnaire recently issued to postmasters, and particularly first-class postmasters, recognizes very definitely that postmasters may have outside interests, and by inference makes plain the fact that men of sufficient caliber to be efficient postmasters must have outside interests to add to their salaries, so that they may have an income sufficient to meet their needs.

Already the entire postal system is under civil service, except presidential postmasters. It is inevitable that within a short time postmasters also will of necessity come under some form of civil service. Indeed, the first steps to that end have already been taken. It is necessary, therefore, that the increasing permanence of a postmaster's tenure of office that the best men be attracted to and held in the position of postmaster.

The schedule of pay is illogical, in that it gives no heed to extra work, such as exchange work, postal service, city delivery, and such other work not shown or directly reflected in the postal receipts; nor does it give heed to extra responsibility of depositories, subagencies, and supply depots, nor the added responsibilities of central accounting offices or rural routes.

For the purpose of a concrete illustration, a history of the San Francisco post office can be given. In 1883 the salary of a first-class postmaster at a post office accumulating gross receipts of \$600,000 or more was fixed at \$6,000 per annum.

In 1888 the San Francisco post office had qualified for this rank with gross receipts of \$636,136.

At the time there was no parcel post; there was no postal savings; there were no rural routes; there was no subagency for supplying stamped envelopes; there was no supply depot; there were no Government-owned mail transportation systems; exchange work and depository work amounted to practically nothing. The service was simple and the responsibility comparatively small.

In the year just passed the postal receipts of the San Francisco post offices were \$4,582,503.61; the deposits of postal funds by outside offices was \$7,102,060.72; the receipts for money orders issued were \$6,964,358; the deposits of money-order funds from outside offices amounted to \$9,472,885; the money orders paid amounted to \$13,504,156; and there was on deposit in the postal savings depository of this office \$916,989. This represents the handling of transactions amounting to nearly \$40,000,000.

Further responsibilities have been added to the San Francisco office by the addition of a subagency for the distribution of envelopes, the establishment of a supply depot for third and fourth class offices, the establishment of a storage and distribution depot for vehicles for the supply of the Government-owned vehicle service now being inaugurated, and the rapid extension and growth of exchange service in foreign mail and foreign money orders.

As far back as 1902 employees of the office numbered 578 and the pay roll was \$399,292.23. In the year just passed the employees numbered 951 and the pay roll \$1,063,445.34. In addition to that this office in the year just passed was handling pay rolls for 650 Railway Mail Service employees and 450 rural carriers.

To these straight post-office responsibilities this same year was added the handling of \$3,855,037.87 in war-savings receipts for San Francisco and \$25,710,428.85 for war-savings receipts deposited by outside post offices, and a total of \$6,812,457.91 in redemptions, a grand total of nearly \$37,000,000.

Also during the year there was handled \$47,887.76 receipts for war-revenue stamps for San Francisco and \$194,915.79 receipts for war-revenue stamps deposited by outside offices. This brought the total annual transaction of the San Francisco office to more than \$80,000,000.

This comparison will show the responsibilities that have been added to the postmaster of San Francisco without the slightest increase in compensation. The comparison of straight post office responsibilities is sufficient to demonstrate the pay to be inadequate, by the addition of these war activities, shows to what a state of efficiency the service had grown, what reliance the Government placed in the post-office system, and how immeasurably the field of a postmaster had broadened. This without any corresponding return in compensation.

This same situation may be found in greater or less degree in any one of the \$6,000 offices in the country.

It is not possible to tell how the cost of living increased in San Francisco from 1883 to 1913, but luckily a fair and accurate estimate of this increase from these—1913 to 1919—can be secured from the monthly Labor Reviews from the United States Department of Labor. The Review for the month of July, 1919, in comparing the increase on staple articles of food in San Francisco, page 60, shows in the years 1913 to 1919 that the increase has amounted to 72 per cent; that this increase is not peculiar to San Francisco, as shown by the figures of increase at Los Angeles of 65 per cent, at Portland 74 per cent, and at Seattle 80 per cent. The increase for the postmaster in San Francisco in this time was nothing. The increase for the higher supervisorys was 5 per cent bonus.

The monthly Labor Review for May, 1919, gives figures of expenditures from December, 1914, to December, 1918, in all phases of living, or the increase in the actual cost of living. The figures for San Francisco show an increase in those years of 57.77 per cent, in Los Angeles 58.03 per cent, Portland 64.24 per cent, and Seattle 69.87 per cent. For 18 large cities, throughout the entire United States, the average increase in the cost of living was 72.8 per cent.

There is a tendency to consider operating profit or loss in the post-office service, when giving consideration to any proposed readjustment of salaries. This is illogical and unfair. The post-office revenues are controlled by Congress in pursuance of a policy that has for its sole object the availability of the service for the people. It operates some parts of the service at a profit, but the theory of operation in its entirety is that there shall be no profit growing from post-office operations, and that a deficit does not necessarily mean that the system is not working efficiently. In other words, that as a public utility the post-office

service must be supported by the entire population for the benefit of the entire population and it does not contemplate that the post-office employees shall contribute more than their share to the maintenance of the organization by being given pay not in keeping with the values of their services when compared to outside employment.

It may be said that the present pay of postmasters is sufficient to attract numerous applicants for the position of postmasters, but it also may be said that it is getting more and more difficult to attract to it men of large business capacity who are willing to devote their entire time to the service, and unless conditions are improved, the class of men now in the service can not be held. It is inevitable, therefore, that a process of disintegration will take place in the postmasters' class as the tone of the service will inevitably tend toward decreasing efficiency. It is therefore necessary to maintain the standard of the service and to provide for maintaining and increasing it in the future, that the postmaster receive pay more in keeping with his responsibilities and the efficiency demanded than is now the case.

MEMORANDUM OF PERSONNEL.

In facing the problem of insuring future efficiency in the Postal Service a solution may be found in so improving the pay and conditions that the service will present a complete career that will attract young men and hold them until they have reached the point of retirement. It must therefore present financial independence as complete as may be found in outside work requiring a mentality equal to that required by post-office work. As post-office work requires a high mentality and qualities of tact, intelligence, trustworthiness, and executive ability, it must therefore compete with the high pay in business circles. One of the most serious drains on the service has been, and still is, the demand for higher paid employees in the Postal Service for positions of trust and executive ability in business houses.

The Post Office Service is one in operation 24 hours a day and to the requirements of high intelligence, industry, and long hours of work, being continuous and speeded up by the necessity of maintaining rigid schedules, there is added the disadvantage of night work and inconvenient and demoralizing hours. The only offset heretofore to its disadvantage has been a reasonable permanence of employment.

These conditions have not been recognized, at least in a material way, and the Post Office Service is now confronted by a serious menace to its future effectiveness just when demands on the service are growing, when it is being recognized in its true light as a most important system of transportation, and the need for greater efficiency is becoming more pressing than ever. This menace is a lack of supervisory material to replace the supervisoryes now in service and rapidly being reduced in number. Under present conditions it is difficult, almost to the point of impossibility, to find proper material to replace foremen and other supervisoryes, and with the constant weeding out of the best men in the ranks this difficulty will increase. Eventually this condition will bring the service to a point where supervisoryes will practically all be second-class material, and the service will suffer badly for lack of leadership.

The only thing that now holds men in the Postal Service is the permanence of their positions. I am strongly in favor of adding to this feature a pension system that would lead to the retirement of the superannuated and provide for their old age. With these two features and a pay reasonably commensurate with the pay of outside concerns, which in addition would recognize by bonuses the disadvantage of night work, the Postal Service would then attract to itself young men of high intelligence, who would deliberately choose this branch of the Government service as their life's work.

SALARY SCALE OF THE SOUTHERN PACIFIC RAILROAD CO.

Supervisory positions: General passenger office, from head to chief clerks, with annual salaries, also number of employees:

Passenger traffic manager-----	\$12,000.00
Assistant passenger traffic manager-----	6,500.00
Assistant general passenger agent (2)-----	4,200.00
Chief clerk (in charge 73 clerks)-----	3,000.00

Supervisory positions: Consolidated ticket office, 50 Post Street, San Francisco, from head to chief clerk, with annual salaries, also number of employees:

Agent.....	\$3,900.00
Assistant agent.....	3,300.00
58 clerks.	

San Francisco ferry station ticket office: Supervisory positions from head to chief clerk, with annual salaries, also number of employees:

Agent.....	\$2,400.00
Chief clerk (in charge of 37 clerks).....	1,680.00

SALARY SCALE OF THE AMERICAN EXPRESS CO. AND THE WELLS FARGO EXPRESS CO.

Entrance salary, \$95 per month. If at the end of three months satisfactory, increased to \$105 and at the end of six months advanced to \$125 per month. From this, promotion depends on the individual.

Financial clerk, issuing money orders, same as our station clerks, present salary, \$190 per month. Year ago salary, \$165. In 1914 salary was \$150.

Claim adjusters, \$135 to \$150. Year ago, \$125. In 1914 salary was \$110.

Claim agents, salary, \$225. Year ago, \$175. In 1914 salary was \$175.

Superintendent of delivery and superintendent of forwarding, present salary, \$215. Year ago, \$185. In 1914 salary was \$170. Above men have under their immediate supervision 350 men.

Superintendents of delivery and of forwarding under the supervision of the agent, whose salary is \$235 per month. Year ago salary was \$200. In 1914 salary was \$185.

All these positions are subordinate to local superintendent, whose salary is \$350. Same salary last year and in 1914.

Seniority of service is given preference, providing they are competent. All have annual vacation. Sick leaves are granted provided employees are injured in service. Liberal pensions are provided for after 20 years of service.

Over eight hours, overtime at the rate of time and a half.

It is a matter of record that all officials in this concern are taken from the ranks.

Salary scale in wholesale hardware.

Position.	1916	1917	1918	1919	Per-centage increase.
Foreman iron warehouse.....	\$110	\$125	\$150	\$175	59
Shelf hardware.....	110	130	150	175	59
Implement department.....	95	100	120	140	47
Unloading.....	80	100	130	150	88
Sporting goods.....	85	85	115	125	47
Packing room.....	150	165	200	200	33
Receiving department.....	100	110	150	165	65
Hardware and tools.....	110	110	125	140	27
Brass goods.....	70	70	95	120	71
Shop cutlery and engines.....	85	125	150	160	88
Service department.....	85	105	130	150	76
House furnishings.....	80	110	110	130	62
Nail cellar.....	95	105	130	140	47

Comparison of wages in San Francisco 1915-1918.

	1915	1919	Per cent increase.
1. Building.			
Cement worker.....	\$6.00	\$9.00	50
Bricklayer.....	7.00	9.00	29.5
Carpenter.....	5.00	8.00	60
Plumber.....	6.00	9.00	50
Plasterer.....	7.00	9.00	28.5
Painter.....	5.00	8.00	60
Mill hands.....	3.25	7.00	115
Average, 56 per cent increase.			

Comparison of wages in San Francisco 1915-1918—Continued.

	1915	1919	Per cent increase.
2. Furnishing.			
Furniture handlers.....	\$3. 50	\$5. 00	43
Carpet layers.....	4. 00	6. 50	44.5
Window shade and drapery workers....	4. 00	7. 00	75
Average, 54 per cent increase.			
3. Food.			
Grocery clerk.....	¹ 65. 00	¹ 100. 00	54
Butcher.....	² 24. 00	² 38. 00	58
Baker.....	² 25. 00	² 38. 00	52
Milk driver.....	¹ 90. 00	¹ 150. 00	66.66
Average, 57.5 per cent increase			
4. Clothing, etc.			
Tailor.....	4. 00	6. 00	50
Shoe clerk.....	² 15. 00	² 25. 00	66.66
Average, 58.5 per cent increase			
5. Iron and steel.			
Boilermakers.....	4. 00	7. 00	75
Ship fitters.....	4. 00	7. 00	75
Machinists.....	4. 00	7. 00	75
Average, 75 per cent increase			
6. General.			
Teamster.....	3. 00-4. 50	6. 25-7. 50	83, average, 83 per cent increase.

¹ Per month.² Per week.

The CHAIRMAN. The next man on the list is Mr. Patten.

STATEMENT OF MR. THOMAS G. PATTEN, POSTMASTER, NEW YORK CITY.

Mr. PATTEN. Gentlemen, I think there is very little to be said in a general way, after the elucidation by the other postmasters, except, if I may be permitted to make a broad statement with regard to general increases, which I believe to be purely an economic question. The endeavor to obtain increases over the salaries which were fixed a great many years ago under very different economic conditions is merely an attempt to create an equilibrium between the salaries at that time and the gradually lowering purchasing power of the dollar. It is merely to create an equilibrium; not really an increase in salary, in my estimation.

The basic salary, I believe, of the regular postal employees is the basis of the whole structure of the Post Office Service. Everything will come eventually from that, and it is with regard to the supervisory officials in a great office like the office of New York to which I desire to direct your immediate attention.

The character of the men coming into the New York office—when we do get them—is unquestionably inferior to the quality that was in the office when I first went there three years ago, and it is from this class of men that supervisory officials must be eventually chosen. As regards the responsibility of those officials, I desire to submit some considerations in regard to the condition of those men.

The auditor of the New York post office accounts for \$750,000,000. The head of the money-order department accounts for nearly \$600,000,000. The superintendent of mails in the city of New York dispatches and receives, on a count that I had taken just before I left New York, 12,669,447 pieces of mail daily.

Mr. STEENERSON. Have you got that segregated into the different classes?

Mr. PATTEN. I have it in New York, Congressman, but I haven't it here.

Mr. STEENERSON. Will you send it in, so that we can have it incorporated in the record?

Mr. PATTEN. Yes.
(The matter referred to follows:)

Date of count, Sept. 3, 1919.

	Received.	Dispatched.
Letters.....	8,335,158	8,764,669
Circulars.....	2,511,931	2,276,231
Parcels.....	898,840	792,650
Newspapers with stamps affixed.....	367,146	350,731
Printed matter other than circulars.....	602,166	485,196
	12,715,241	12,669,477

The discrepancies shown in the number of pieces of different classes of mail matter received and dispatched is explained by the fact that such of the mails which can not be worked in time for dispatch on date of receipt is necessarily held over for first subsequent dispatches on the following morning.

Mr. PATTEN. There are some items in the business of the New York post office, which I think would be of general interest, and I should like to have them put in.

In 1883 there were seven officials in New York receiving \$4,000 per annum. That was subsequently reduced to the present salary of \$3,200. The receipts of the office at that time amounted to \$4,047,000; the receipts now are \$41,480,226.27. There were but 1,365 employees at that time; there are now over 12,000 employees.

The transactions in money orders at that time amounted to \$58,000,000; they now amount to \$596,000,000.

There were 10 stations but no substations at all at that time. There are now 50 stations and approximately 250 substations.

At that time there was no Postal Savings System; there are now \$42,344,000 on deposit, and there are 160,000 depositors.

There was no Parcel Post System at that time, and the Parcel Post System has now developed to an extraordinary extent.

I may say, as an example of the flexibility of the New York post office, that on Friday night I heard a rumor in New York of the strike of the express people. That includes 10,000 men and drivers. We had had one experience and were therefore more or less prepared for it. All of the New York supervisory officials were acquainted with this fact, and on Monday morning all of the lobbies, all of the stations were equipped with weighing machines, stamp clerks, and all the paraphernalia for the purpose of receiving parcel post. New offices were opened and that work of 10,000 men who are now on strike is now being handled by the New York post office, together with the regular mail.

In 1883 there was no dead-letter office; we are now disposing of 4,000,000 pieces annually. At that time there was no Navy mail, and we now have receipts of over 59,000,000 pieces. There has been no increase at all in the salaries of those gentlemen since that time.

The auditor, the superintendent of mails, and the money order man eventually must be replaced in the New York post office. He must be replaced from the service, and the character of men who are coming into the service under present conditions there makes it a very doubtful thing as to the character of the men who are going to have charge of these great instrumentalities of the post office service.

Senator STERLING. Those men are receiving now \$3,200?

Mr. PATTEN. Yes, sir; \$3,200. I have a supplemental brief with some explanation which I wish to file with your committee, Senator.

The CHAIRMAN. You can file anything you wish, bearing on the subject.

Mr. PATTEN. I think the general subject has been so exhausted by my predecessors that, with your permission, I will not go any further.

Mr. FAY. If I might be permitted to ask, Mr. Patten, in the problem of the supervisors, it is also the question of the bond?

Mr. PATTEN. Yes.

Mr. FAY. That also cuts into their salary.

Mr. PATTEN. Yes.

Mr. FAY. In those larger offices, like New York, the auditor probably has to pay something like \$100 a year for his bond?

Mr. PATTEN. He is under a \$5,000 bond. The cashier of our office, Mr. Russell, by some peculiar construction of the law, I think, only receives \$2,600. He handles all of the cash money of the New York post office and has a \$75,000 bond.

Mr. ROUSE. Mr. Patten, you have had a very distinguished service in the House. If you were a member of the House at this time, and the Post Office appropriation bill was under consideration and the subject of supervisory officials was before the House, what amendment would you offer to the present law fixing their salaries?

Mr. PATTEN. Well, I don't know. That is a committee question. It should be thrashed out in committee. I know how House committees work, and I think the consensus of the committee would be the fair thing. I think they should have a very material increase in consideration of the real responsibility—they have real responsibilities in their offices; they have to check up this vast sum of money and turn it over to the Government every year, and they do it, and there should be a very substantial increase for the men who, like my auditor, like the superintendent of mails, handling 13,000,000 pieces of mail a day—and let me add this to show you a very peculiar coincidence. On the day the count of the mail was 12,625,000 pieces and some odd was reported in the inquiry department on that day, by a peculiar coincidence, where complaints are lodged, there were 1,265 complaints. As against that the average would not be over 40 per cent of real substantiated complaints. Now, that is an actual statistical proof in the operation of the New York post office. There are 325,000 misdirected letters in the city of New York daily.

Mr. ROUSE. How many men does that require in the inquiry section?

Mr. PATTEN. I couldn't tell you. But the percentage there was so remarkable and happened to be so accurate, 1,265 complaints, as against 12,625,000 pieces of mail handled, that I thought it was very remarkable.

(The paper referred to follows as an exhibit to this statement:)

QUESTIONS AND ANSWERS RELATIVE TO THE SERVICE IN THE NEW YORK OFFICE
WITH SUPPLEMENTARY STATEMENTS IN EXPLANATION OF RESPONSES.

1. In order to obtain competent help at your office, do you think it necessary that the entrance salary for postal employees should be increased?

Yes. It has been found that the present entrance salary does not attract men of the type required for post-office work. Though frequent examinations have been held and public notice repeatedly given of such advantages as are offered by the Government service, the Civil Service Board has not been able for many months to supply this office with the required number of male employees. In the opinion of all supervisory throughout the office, the men now entering the service, and willing to accept the entrance salary, are not as high in class as those obtained by examination a few years ago. The entrance salary in 1889 was \$600, now it is \$1,000.

2. If so, what would you suggest as the minimum entrance salary? And for what class of employees?

\$1,400 for clerks and carriers; \$1,700 (one grade only) for mechanics; \$1,700 (one grade only) for printers; \$1,400 (one grade only) for laborers; \$1,400 (one grade only) for watchmen.

It will be remarked that but one grade only has been fixed for mechanics, and this grade is \$1,700. The reason for this salary, is that the demand for mechanics in other fields is so great at this time that it is believed competent men can not be obtained for less. One grade only is specified, for the reason that it is desired to obtain men of proved competency and not those learning their trade, or apprentices, or any class other than fully qualified mechanics. This being the case, it is not necessary to have different grades to provide for men acquiring knowledge of the business and gradually working up.

This applies equally to the printers.

In the case of laborers but one grade only has been recommended, because here physical strength and health and ordinary intelligence are the requisites and should be the prerequisites for appointment. Experience is not an important feature, and the nature of the work is such that long-continued service does not add very materially to efficiency.

The same applies in the case of the watchmen.

In both instances it is believed that under existing labor conditions not less than \$1,400 will attract the men required, and this amount is not more than a living wage for this class of labor.

3. Do you consider the period of time between the first and last automatic promotion too great, or do you think better results would be obtained by reducing or shortening the period of automatic promotions?

The period of time between the first and last of the automatic grades in the case of clerks and carriers is too great. It would be better to reduce the period to three years, as shown in the answer to question number five. In the case of mechanics, printers, laborers, and watchmen, only one grade for each designation is recommended.

The period to attain the automatic grades in the case of clerks and carriers has been reduced to three years, for the reason it is believed that by shortening the period the service will be made attractive to a better class of men. The inducement held forth of rapid promotion and of frequent promotions, particularly at the time of entrance, will tend to bring the service on a par with the inducements offered outside. The aim is to obtain young, competent men. To such men the brief period of attaining the maximum grade will prove particularly attractive.

4. If the period of time should be reduced, would it be well to make the first promotion at the expiration of the six months probationary period following regular appointment, provided that the employee has qualified for the promotion?

In the case of clerks and carriers it would be well to make the first promotion at the expiration of six months following regular appointment and contingent on satisfactory service.

This is covered practically by the answer to question three. It need only be added that it is thought at the end of six months supervisory officials will be able to accurately pass upon the qualifications of clerks and carriers and to determine whether or not they are worthy of retention in the service and promotion.

5. With what frequency do you think promotion should be made after the first promotion and in what amount?

The following schedule is recommended for the automatic grades for post-clerks and carriers, promotion from grade to grade contingent upon a satisfactory standard of work:

Entrance salary-----	\$1,400
Expiration of six months-----	1,500
Expiration of one year-----	1,600
Expiration of two years-----	1,700
Expiration of three years-----	1,800

Only one grade, \$1,700, for mechanics; only one grade, \$1,700 for printers; only one grade, \$1,400, for laborers; only one grade, \$1,400, for watchmen.

6. In your opinion, does the present system of requiring employees to serve as substitutes before receiving regular appointment tend to prevent the obtaining of competent employees for post-office work?

The present system of requiring employees to act as substitutes in advance of regular employment does operate against obtaining competent employees for post-office work, particularly in the case of the carriers; but a plan is submitted in response to questions 8 and 9, which it is believed eliminates the objectionable features of the present system. This plan it is thought would give general satisfaction.

In the case of clerks, at this office at least, the period of substitution is not long. It is understood, however, that throughout the country at different points, if not at present, in the past at least, long periods of substitute service have not been uncommon. In all cases dissatisfaction is caused under present conditions where a long period of substitution precedes regular appointment.

In the case of the carriers at this office as well as elsewhere, there has been a long period of substitution, and it has produced dissatisfaction, and it unquestionably tends to deter men from taking the examinations and accepting appointment. The plan shown in questions 8 and 9 to overcome this difficulty will be explained later.

7. In your opinion, could substitute service be discontinued and better results secured in the Postal Service by regular appointments to the entrance grade, exercising the right to discharge those who fail to measure up during the six months' probationary period, and limit the use of temporary or substitute service to emergency periods, such as holiday seasons?

It would not be practicable to discontinue substitute service, or to limit the use of substitute and temporary employees to the holiday seasons.

8. If the present system of employing substitutes is continued, do you deem it advisable to increase the rate of pay per hour for such service? If so, what in your opinion should be the rate of pay?

It is recommended that the rate of pay for substitutes be 60 cents per hour.

9. If the present system of employing substitutes is continued, do you think it advisable to appoint such employees as regulars at the end of a specified period of service, instead of requiring that they await such appointment pending vacancies, etc., as at present?

It is not regarded as advisable to appoint substitutes as regulars at the end of a specified period.

While questions 6, 7, 8, and 9 have been answered categorically, it is thought best to consider them now collectively, and to submit for consideration in lieu of the present system of substitution the following plan, viz:

That all clerk and carrier substitutes be paid 60 cents per hour.

That the number appointed be limited approximately to the number needed to cover regulars absent for any cause and the ordinary requirements of the service.

That from the time of appointment all substitutes who report for duty as directed shall be paid 60 cents an hour for each hour employed, and with a guaranteed minimum of five hours' pay (\$3 per diem) for each working day. Or if ordered to work on Sundays or holidays a like minimum shall prevail.

That all time served as a substitute shall be credited to the substitute, to the end that when appointment as a regular occurs entrance will be to the grade \$1,400, \$1,500, \$1,600, \$1,700, or \$1,800, to which credited service entitles him.

That in addition to the force of substitutes herein described there shall be created a force of temporary employees to cover the requirements of the

holiday season of the Easter rush, and of such exceptional conditions as may be encountered from time to time.

To create this force we propose that simple examinations be conducted by the postmaster or by the Civil Service Commission, which shall establish an eligible list.

That the persons to be admitted to this examination shall make application to the postmaster that it is their desire to do temporary or emergency work in the post office

That such persons be limited to temporary or emergency work not to exceed 1,000 hours per annum.

That all persons who qualify may remain on the list indefinitely from year to year unless their services are found to be unsatisfactory, in which event they shall be dropped therefrom by the postmaster.

That pay for service shall be at the rate of 60 cents per hour.

That in the case of examinations for regular clerk and regular carrier the Civil Service Commission shall provide a rating for experience, of such value as it may deem proper, and that credit for actual time served as auxiliary or emergency helpers shall be given credit therein exclusively.

It is confidently believed that this force, serving as required from year to year at times of special stress, or at hours when the regular force needs to be supplemented, will become efficient and reliable.

The substitute service, while it has some objectionable features, is of very great value. It is confidently believed that these objectionable features could be overcome by adopting the recommendation made by this office and the valuable features of the service maintained.

Substitute service is economical. Employment of substitutes is not limited to 8 hours within 10, as in the case of regular employees. It is practicable to employ substitutes to take the place of absentees and to give fairly steady work. The difficulty arises where postmasters are required to carry enough substitutes in readiness not only to meet emergencies caused by temporary absence, but congestion occurring at certain hours of the day, or at certain seasons of the year, or under certain local conditions, as the arrival or departure of steamers, or very heavy mails, etc.

In order to cover these emergencies, which may be referred to as the "peaks of the load," the supervisory official falls into the way of asking for a large substitute list, and when the emergency passes these men have no jobs and complaint follows, though at this office the difficulty is overcome in part, at least, by the use of substitutes as special delivery messengers.

The proposition of this office is to have only a sufficient number of substitutes awaiting appointment as may be required to cover normal conditions of absence, etc., where there is a prospect of fairly steady work over at least five hours a day, so that the men will be guaranteed not less than \$3 per diem, the exceptionally heavy periods, the "peaks," to be covered by an auxiliary force such as is described.

In the case of carriers, men are likely to be absent, yet it is imperative that the mail be taken out. To employ enough carriers to cover such cases, and the possibility of such cases, would mean extravagance; and if the regular men were employed they could be worked, as indicated before, but 8 hours in 10, whereas the need for their services might be at the opening and then not until the close of business. In the case of substitutes, their employment is more elastic; they could be employed when the emergency occurs in the morning and again if the emergency occurs at the close of day. By guaranteeing during the period of substitution not less pay than the equivalent of five hours per diem, the dissatisfaction that has been occasioned in the past, by reporting for duty but having no work and receiving no salary, would be removed.

Furthermore, under the present system of substitution neither the clerk nor carrier receives any credit, so far as promotion to the automatic grades is concerned, for the time served as substitute. The plan proposed by this office has as a feature an improvement upon this, namely, crediting the individual with such time. Thus, if a carrier should serve as a substitute for six months, at the time of his appointment he would enter not at the lowest grade, but at the second grade. If he served in excess of a year, he would enter not at the lowest grade, but upon the third grade, and so on.

It is considered that it is imperative to increase the rate of pay for substitutes if the right class of men is to be obtained. Forty cents per hour, the pay now allowed by law, is so low that but few are willing to accept it who are

really industrious and efficient, for they could do better elsewhere. Those who are competent and efficient, and who accept it, do so not infrequently with the expectation that they will serve but a brief period pending the obtaining of more lucrative employment or employment that offers greater advantages in promotion and betterment.

Owing to the depletion of the eligible lists at this office, it has been necessary to employ temporary auxiliaries. In excess of 5,000 of these have been employed within the year. It has been found when a strike is on in any particular industry that the strikers come to the post office for temporary employment. When the strike is over they return to their old jobs. The percentage of those who are really worthy who continue for any considerable period is small. Very many of these men belong to what may be termed the floating labor of the city. They lack industry, in efficiency, and honesty. It has been necessary to remove many of them summarily for different offenses, including theft, which has been very common.

It will be observed that the recommendation of this office to employ auxiliary force apart from the substitute force, those to be chosen to be given labor not to exceed 1,000 hours per annum, would, if adopted, enable this office to avail itself at the increased rate of pay recommended of a corps of exceptionally efficient, competent, and high-class workers. It is certain that a salary would prove attractive to thousands of students attending the various colleges and universities in the city, many of whom are desirous of working their way through or of adding to such money as they may have for their support and education. There are certain stations and terminals in the city where enormous volumes of mail are deposited at very brief intervals, as, for instance, at the Hudson Terminal Station, where at the close of a business day as many as a million letters are received within two or three hours. Under the proposed plan it would be practicable to care for a very great deal of this work by helpers recruited from the source indicated. With a knowledge that they could obtain two or three hours' work between 5 p. m. and 8 p. m. thereabouts, fairly regularly throughout the year, there is every reason to believe they would avail themselves of it. In offices, stores, and mercantile establishments throughout the city there is another great reservoir for obtaining help that would be attracted in the same way and under like conditions. They would be willing to work for a few hours a day during the "peak of the load," for the greatest stress comes in the post office at the time when the stress has passed in the offices, stores, and mercantile establishments. Others there are in the city in addition to these who would be attracted by the proposition and who could be utilized during the Christmas and Easter and other rush periods. Carried along from year to year, supplementing the regular force, familiar with the duties they would be called upon to perform, this would prove a most valuable adjunct. Their labor and their employment would make for economy. It is believed that in the case of many of these workers drawn from colleges and the sources described it would be practicable, and that they would be willing, with reasonable certainty of employment under the conditions indicated, to master the more simple separations and to learn other work essential to the conduct of the office. This would relieve the regular force and render it practicable to reduce the number on night duty at different points.

Great economy would be possible under the proposed system. To cover emergencies, such as have been indicated by the employment of regular employees working 8 hours in 10 and in sufficient numbers, would mean that many would be idle at normal times. To have only a sufficient number to cover normal conditions would result in congestion at the heavy periods. The auxiliary service would be absolutely flexible, contracting and expanding according to the necessities of the hour.

10. Should special grades, with salaries greater than the highest provided in the present automatic grades, be created for distributors and other employees engaged in work of a technical character requiring study and special qualifications? If so, what increase in salary do you suggest for such employees?

Yes. There should be a grade intermediate between the automatic and supervisory grades, for employees of special qualifications, or particularly expert in the discharge of duties requiring more than ordinary skill or technical knowledge, as those who are expert distributors, who are expert stenographers, or correspondents, or skilled in accounting; also, for those who have extra financial responsibilities. This intermediate or special grade to receive \$1,000, or \$100 more than the highest automatic grade and \$100 less than the lowest supervisory grade.

It is regarded as quite important that there be at least one grade between the highest automatic grade and the supervisory grade. There are many positions in this office which require special qualifications, or the exercise of judgment beyond the average, or which entail greater responsibilities than ordinarily have to be borne. These positions require more than the average initiative. They are such positions as the best among the rank and file would ordinarily be called upon to fill. A number of these have been mentioned above. In the case of the men in the automatic grades reasonably good conduct and application to duty and industry added to length of service bring about promotions, but this is not sufficient incentive to stimulate the best that is in the force. A further incentive is desirable. The grade of special clerk is such an incentive. Men in the highest automatic grades, looking ahead and seeing but few vacancies occurring in the supervisory force, are apt merely to maintain their standing in the highest automatic grade without special effort. If, however, there is still a higher grade to be achieved, not by length of service and by the mere performance of duties according to a common and largely applied standard, but by special effort only all would be more apt to make this effort. It is thought that it would be practicable in the case of the special clerks to limit the number in offices of the different classes according to a scale, with reference to the total number of employees in the automatic grades or to the total number of employees in the highest automatic grade. Thus, in the case of the largest offices it could be stipulated that there should be but one special clerk to every 5 or 8 or 10 clerks in the highest automatic grade. The stimulus that would be brought about by such an arrangement is manifest.

11. Number of distributors, 2,399. What percentage of clerks are distributors? Thirty-four per cent.

12. Do you consider it advisable to classify the different duties of postal employees and fix a salary for the work performed, or do you consider it preferable to promote all competent employees through automatic grades and provide special grades for those engaged in a higher class of work?

In the automatic grades of clerks and carriers there should be no classification of duties nor salaries fixed for duties performed. Promotions through the automatic grades should be dependent only upon satisfactory service, as shown by the ratings. Special grades should be provided only as shown in the answer to question 10, and for the still higher grades covering supervisory duties and titles. An exception as to classification of duties is made in the case of the Motor Vehicle Service, for which a roster is submitted at the end of this questionnaire under the head of "Remarks." As to mechanics, printers, laborers, and watchmen, see the answers to questions 3 and 5.

There are strong objections to classifying duties in the case of employees in the lower grades. When duties are classified and different salaries fixed, it impairs what may be called mobility of the force.

The employees can not be so readily changed from one task to another. At one time in the service there were many designations in the lower grades, as stamp clerks, distributing clerks, nixie clerks, etc., and these designations were the source of much embarrassment. There was no advantage of any kind in them.

It is believed that the aim should be to reduce the number of designations, not only in the case of clerks within the automatic grades but in the case of supervisory grades as well. Many designations could be eliminated with advantage, provided, of course, the different grades of salaries were maintained. The aim should be to eliminate and not to add to the designation. In the table which will be found in this questionnaire covering titles and salaries, designations have been given which approximate those which have long prevailed. If, however, radical action in respect to designations would be acceptable to Congress and to the department at Washington, it is believed that these designations could be reduced with advantage; always with the proviso, however, that different grades of salaries of considerable range be retained in each title. In this event, the following simple designations, it is believed, would be sufficient for the clerical and supervisory forces: "Postmaster," "assistant postmaster," "division superintendent," "assistant division superintendent," "superintendent," "assistant superintendent," "foreman," "special clerk," and the automatic grades. Of course, it is understood that in the case of mechanics, laborers, and watchmen, that they represent classes with qualifications wholly differing from the qualifications of the clerical staff and that appropriate designations for them are essential.

13. Should there be any difference in pay of employees assigned regularly to night hours and those engaged exclusively during the daylight hours? If not, should, in your opinion, the hours of the tour of duty of the night employees be less than those of the day employees?

Additional pay for service during night hours is not recommended, but it is believed the health and welfare of those who are required to work at night should be safeguarded by curtailing their hours of labor. It is recommended that all service between 6 p. m. and 6 a. m. be on the basis of 50 minutes equaling 1 hour.

There is a very widespread and insistent demand, which is well justified for differentiating between the night work and day work. The advantages of day work must be patent to all. In large cities there are special reasons, however, why night work is particularly objectionable and aside from almost universal reasons that apply elsewhere. For instance, the transportation service upon which the workers are dependent for passage to and from their homes, is arranged by the traction companies to meet the normal requirements of the city, with maximum service morning and evening covering the usual business day. At night the cars or trains are infrequent, and in the case of suburban traffic employees are likely to lose an hour or more of their tour of duty or in advance of it waiting for means to transport them. Very many employees are obliged to live in tenements. In order to get sufficient sleep during the daylight hours they have to retire to inner rooms. Rooms opening on the streets, or yards, or courts, and which alone with inadequate ventilation are so noisy that sleep is certain to be disturbed. These things have led to the demand that those who work at night be compensated in some way for the extra burden that they have to bear. The question resolves itself into a matter of health and welfare.

To pay additional salary, though compensating for the disadvantages, would not greatly promote either the health or welfare of the recipient, but it is believed by reducing the hours of employment at night much good would be accomplished. The proposition of this office of 50 minutes equaling one hour between 6 p. m. and 6 a. m. would work in this way. If an employee's tour of duty ended at 9 p. m., or three hours beyond the limit, he would have a reduction of 30 minutes which would result in his dismissal at 8.30. If his tour of duty ended at midnight he would have a reduction of 60 minutes, so that he would actually leave at 11 p. m. If the whole eight hours were between 6 p. m. and 6 a. m. he would have a reduction of an hour and 40 minutes, so that he would actually work but 6 hours and 40 minutes. One, therefore, under this plan, would be required to work more than 1 hour per period. This would apply to substitutes also.

14. In your opinion, are the salaries of the supervisory employees in the Postal Service commensurate with the work performed by them, and do they compare equitably with salaries of supervisory employees in other branches of the Government service and with those of persons so engaged in commercial enterprises?

The salaries of supervisory officers are not commensurate with the work performed. Their salaries are not equal to the salaries of supervisory employees in other branches of the Government service, or salaries paid by commercial concerns.

15. Do you consider a reclassification of the positions in the supervisory grades above that of sixth-grade clerks necessary, and if so, what would be the number and the designation of such positions in order of their importance and responsibilities?

A reclassification is necessary with increased compensation, as shown by the sheet next attached.

It may be observed that the percentage of increase in many supervisory positions is larger than the percentage of increase in the case of the automatic grades. This is in part explained by the circumstance that the salaries of many of those affected have not recently been increased, and some of the most important positions are actually less than they were as far back as 1881. In the case of the automatic grades, furthermore, the plan proposed for attaining the maximum is shortened, which is an equivalent to according a larger percentage of increase. Consideration has also been given to the recent increase in responsibility incident to the parcel post, postal savings, and other new factors of the system. Also to the fact that those in the automatic grades receive pay for overtime, and this not recommended for supervisory officials.

	Maximum.
postmaster	
assistant postmaster	\$7,500
division superintendent of mails	6,000
division superintendent of delivery	6,000
division superintendent of registry	6,000
division superintendent of money orders	6,000
division superintendent of accounts	6,000
assistant division superintendent of mails	5,000
assistant division superintendent of delivery	5,000
assistant division superintendent of registry	5,000
assistant division superintendent of money orders	5,000
assistant division superintendent of accounts	5,000
assistant superintendents of mails	4,500
assistant superintendents of mails	3,500
assistant superintendents of mails	3,200
assistant superintendent of mails	3,000
assistant superintendents of mails	2,800
assistant superintendents of mails	2,600
assistant superintendents of delivery	4,500
assistant superintendents of delivery	4,000
assistant superintendents of delivery	3,600
assistant superintendents of delivery	3,200
assistant superintendents of registry	3,500
assistant superintendent of money orders	3,500
assistant superintendents of accounts	3,500
superintendents of stations	4,500
superintendents of stations	4,000
superintendents of stations	3,600
superintendents of stations	3,400
superintendents of stations	3,200
superintendents of stations	2,800
superintendents of stations	2,500
assistant superintendents of stations	3,200
assistant superintendents of stations	3,000
assistant superintendents of stations	2,800
assistant superintendents of stations	2,400
18 foremen	2,400
7 foremen	2,200
5 foremen	2,000
cashier	5,000
assistant cashiers	4,000
assistant cashier	3,500
assistant cashier	3,200
assistant cashiers	3,000
assistant cashier	2,800
assistant cashier	2,600
superintendent of appointments	3,500
secretary to postmaster	3,000
examiners of stations	3,000
bookkeeper	3,200
bookkeeper	3,000
bookkeeper	2,500
bookkeepers	2,400
bookkeeper	2,300
bookkeepers	2,200
4 bookkeepers	2,000
finance clerks	3,200
finance clerks	2,800
finance clerks	2,500
1 finance clerks	2,400
finance clerks	2,000
finance clerks	2,000
chief stamp clerks	2,000
chief stamp clerks	2,000
4 supervising distributors	2,000
18 special clerks	1,900

The salary of superintendents of stations is proposed to be fixed according to the importance of the station, as determined by a scale of points, which being given to number of employees and to the receipts, as follows: When receipts of a station do not exceed \$5,000 per annum a credit of three points shall be given. When they exceed \$5,000 an additional point is to be credited for each additional \$5,000 or fraction thereof. Also one point for every three employees. Upon these points salaries should be fixed as follows:

Points.	Salary of superin- tendent.	Salary of ass. super- tendent.
301 or over.....	\$4,500	\$3,000
131 to 300.....	4,000	2,800
81 to 130.....	3,600	2,600
61 to 80.....	3,400	2,400
36 to 60.....	3,200	2,200
11 to 35.....	2,800	2,000
1 to 10.....	2,500	1,800

This would work out as shown in the next following sheet.

Assistant superin- tendent.	Superin- tendent.	Station.	Points.
\$3,200	\$4,500	{ 1 Madison Square.....	886
		{ 2 Wall Street.....	610
		{ 3 D.....	430
		{ 4 Times Square.....	424
		{ 5 P.....	372
3,000	4,000	{ 6 F.....	288
		{ 7 G.....	282
		{ 8 O.....	269
		{ 9 V.....	252
		{ 10 S.....	233
2,800	3,600	{ 11 A.....	213
		{ 12 B.....	130
		{ 13 H.....	126
		{ 14 N.....	125
		{ 15 J.....	124
2,400	3,400	{ 16 Y.....	110
		{ 17 C.....	91
		{ 18 W.....	82
		{ 19 K.....	80
		{ 20 L.....	69
2,400	3,200	{ 21 R.....	67
		{ 22 U.....	67
		{ 23 T.....	59
		{ 24 Hamilton Grange.....	57
		{ 25 I.....	54
2,400	2,800	{ 26 X.....	54
		{ 27 College.....	54
		{ 28 Washington Bridge.....	53
		{ 29 Tremont.....	53
		{ 30 Fox Street.....	51
2,400	2,500	{ 31 M.....	41
		{ 32 Tompkins Square.....	41
		{ 33 Fordham.....	34
		{ 34 West Farms.....	30
		{ 35 Williams Bridge.....	14
		{ 36 Westchester.....	12
		{ 37 Kings Bridge.....	12
		{ 38 High Bridge.....	10
		{ 39 Morris Heights.....	9
		{ 40 City Island.....	5
		{ 41 Pelham.....	4
		{ 42 Pelham Manor.....	4

For ready reference the titles and range of salaries are shown below.

Title.	Mini- mum.	Maxi- mum
Postmaster.....		
Assistant postmaster.....		\$7,500
Division superintendent of mails.....		6,000
Division superintendent of delivery.....		6,000
Division superintendent of registry.....		6,000
Division superintendent of Money Orders.....		6,000
Division superintendent of accounts.....		6,000
Assistant division superintendent of mails.....		5,000
Assistant division superintendent of delivery.....		5,000
Assistant division superintendent of registry.....		5,000
Assistant division superintendent of money orders.....		5,000
Assistant division superintendent of accounts.....		5,000
Cashier.....		5,000
Assistant superintendent of mails.....	\$2,500	4,500
Assistant superintendent of delivery.....	2,500	4,500
Assistant superintendent of registry.....	2,500	3,500
Assistant superintendent of money orders.....	2,500	3,500
Assistant superintendents of accounts.....	2,500	3,500
Superintendent of appointments.....		3,500
Secretary to postmaster.....		3,000
Superintendent of stations.....	2,500	4,500
Assistant superintendent of stations.....	2,400	3,200
Assistant cashiers.....	2,000	4,000
Finance clerks.....	2,000	3,200
Bookkeepers.....	2,000	3,200
Examiners of stations.....		3,000
Foremen.....	2,000	2,400
Supervising distributors.....		2,000
Chief stamp clerks.....	2,000	3,200
Special clerks.....		1,900

TABLE OF SALARIES.

It will be observed here that the five positions after the assistant postmaster are those of the division heads, the salaries of which are made uniform at \$6,000. These are the officials of first rank. That the next five is the group of assistant division heads whose salary is fixed at \$5,000. These are the men of second rank. It will be observed that the word "division" has been adopted in both cases as "division superintendent of mails," "assistant division superintendent of mails," the object being to particularly differentiate between the heads and the assistant division heads, of which there are but 5 of each class, and the superintendents and assistants assigned to smaller branches and units of which there are many. In the next group are seven assistant superintendents of mails at \$4,500. These officials are the heads of the big terminals, and of important sections of the mailing division. Then come 11 assistant superintendents of delivery with salaries ranging from \$4,500 down to \$3,200. These officials are next in rank to the assistant division superintendent of delivery, and are general aides to the division superintendent and assistant division superintendent in the management and control of the stations throughout the city. The next group, the assistant superintendents of registry, the assistant superintendents of money orders, and the assistant superintendents of accounts are the men next in rank below the assistant division superintendents of their respective divisions. Next come the superintendents of stations, with salaries ranging from \$4,500 to \$2,500. The salaries of these men are fixed on the basis shown at the end of the scale, where is also shown a list of the stations and the salaries proposed.

The next title that may require explanation is that of cashier and assistant cashiers. The cashier at \$5,000 is the chief cashier of the office. The assistant cashiers with salaries ranging from \$3,500 to \$2,600 are cashiers acting under the chief cashier or handling funds in the division of money orders or elsewhere throughout the office.

The next title requiring explanation is that of examiners of stations. These men visit the various stations of this office to examine into their financial conditions and to verify their accounts, and to count their cash. This examination covers not only stamps and war stamps but the money-order business and postal savings as well.

The chief stamp clerks mentioned further on are officials in the office of the cashier who are responsible for the wholesale stock of stamps, stamped en-

velopes, and war stamps, etc., received in bulk from the department and issued to the several stations and sold to the public.

The supervisory distributors are the expert distributors at the head of each distributing case, and who have the additional duty of supervising the work of other distributors acting under them.

16. Should employees engaged in work requiring scheme study be granted compensatory time off for time spent in studying their schemes?

Compensatory time should be granted employees required to study schemes. It is recommended postmasters be required to submit schedules of allowances proposed for different schemes of distribution, subject to approval or amendment by departmental officers.

It is recognized that it is not fair to require an employee to devote many hours of study to the mastery of a complicated scheme of separation outside of office hours, though it is only by such study under present conditions that these schemes can be mastered. The proposition that time be allowed for them is fair. This proposition, however, is open to abuse, and it requires regulation to prevent abuse. The plan proposed by this office for postmasters to submit schedules of allowances proposed by them for different schemes of distribution, subject to approval or amendment by the department, would overcome, it is believed, the possibility of abuse. Under this plan there is no doubt but that the schemes of different offices throughout the country could be classified, and the department could determine with reasonable accuracy the length of time that should be credited for the mastery of these different classes of schemes. Officials of the department called upon to pass on these schedules as a routine duty would very shortly, it is anticipated, be able to draw up rules and regulations that would adequately cover all that is required. If the proposition of this office is carried out, it is believed, it will be practicable to exact a high standard of accuracy and efficiency upon the part of the distributors. This will promote a corresponding efficiency in the mail service.

17. Do you deem it advisable to increase the number of days of annual leave? If so, state in your opinion what period of vacation should be allowed.

It is deemed advisable to increase the number of days of annual leave. The following plan is recommended:

From 1 to 5 years service, 15 days vacation as at present, exclusive of Sundays and holidays.

After 5 years continuous service, 1 additional day for each additional year's service up to and including 30 years.

In addition, it is recommended that three days leave with pay be allowed all employees in the event of death of wife, or child, or either parent, or brother or sister.

Further, provision should be made for the Saturday half holiday wherever it is practicable to observe it. This half holiday is now sanctioned in all branches of the Government, except the Postal Service, and is practically universally enjoyed by those who labor and who are engaged in business.

The recommendation here to grant a full day's vacation for each additional year's service after 5 years, up to and including 30 years, is made for this reason: At the present time an employee has but 15 days of leave of absence annually aside from Sundays and holidays. Any absence beyond this means loss of pay. By carrying out the plan suggested, as a man grows older and the likelihood of sickness increases and the need for rest becomes greater, he will obtain additional time. Further, the additional days vacation will be a reward for long and faithful service. It is believed this plan would be better than a flat 30 days' leave, such as has frequently been proposed, for the reason that the service would be likely embarrassed by granting so long a vacation to those who have been connected with it for but a few years and who are adequately cared for under the existing law. The number of those in the service less than 5 years is very great, and it would be difficult to grant them in excess of the present vacation.

The expense of granting the full 30 days' vacation to those in the lower grades would be enormous. In the case of the plan outlined, however, it will be observed that the increase in the number of days is gradual and that the number becomes considerable only after very extensive service. The maximum days provided for could be availed of only by those in the service very many years, and, of course, comparatively few in number.

A very large percentage of all the men in the service but a few years are young, and their need for rest in excess of the 15 days is not so pressing. In

addition, it will be noted it is recommended that three days' leave with pay be allowed employees in the event of death of some one in the immediate family. At the present time there is no such allowance on the part of the Government. Unless it so happens that an employee has not exhausted his vacation, he is obliged in the event of death, as indicated, to lose his pay for such time as it may be necessary for him to take off. Such a condition, it is believed, is not duplicated in any well-conducted business establishment. The practice of allowing two or three days to provide for burials and to carry out the social and religious obligations that are entailed by such misfortunes is universal. The Government should not do less in this respect than private enterprise is doing.

18. Do you experience any difficulty in obtaining competent help at your office? If so, please give fully your views as to the reason therefore and suggest in what way, in your opinion, better results may be obtained?

Great difficulty is being experienced in obtaining competent help. The salaries are not sufficient to attract those who are desirable. More money is obtainable by competent men and women in practically all lines of employment from which postal employees have been hitherto drawn. Furthermore, the opportunities for promotion in the service are regarded as too few, too slow, and insufficient to attract the competent. Many are deterred from continuing in the service owing to the large percentage of night work that has to be performed. Others are deterred from entering, or resign after entering, on account of the physical and mental strain involved in the handling of the mails, including standing for many hours, and the mastery of complicated schemes of distribution, etc.

Much dissatisfaction is occasioned by insufficient space and congestion in the use of certain offices and departments. Also fear is expressed as to sanitary conditions and hygiene where vast quantities of mail are being handled with much dust arising therefrom. In the case of carriers, dissatisfaction is common, owing to the long period of substitution with low pay and long hours. Also the severe physical strain of carrying under every condition of weather, including intense heat and severe winter storms, loads which in some cases weigh 70 pounds. The monotony of post-office labor, as the boxing of letters, circulars, and papers is a further cause that deters many from entering the service or remaining with it. Finally the unrest on the part of those who labor, which is manifest throughout the whole world, is found in the post office as elsewhere, and leads to transient service which is inefficient.

To secure better results a higher schedule of salaries should be adopted from the bottom up. It is not sufficient that the salaries in the automatic grades be increased, but that a general readjustment of salaries be effected which will accord with the new standards of the commercial world, so that the capable, efficient young men looking beyond the salaries of the first year or two will see in the Postal Service an opportunity whereby through industry and faithfulness they may advance to that which is worth while. Provision for more rapid promotion is essential, and for larger rewards when promotion occurs. Since it is not practicable to curtail night work, the hours of those who labor at night should be shortened. With provision for higher pay it would be practicable to raise both the mental and physical standards of the civil-service examination, and this is regarded as very essential. To cover sanitary and hygienic conditions, it is recommended that provision be made for a sanitary survey by those specially trained in this field of work, with the duty of reporting to Congress or to the department what is regarded as proper in the way of improved sanitation both with respect to buildings and equipment. As to the question of substitution, reference is invited to the recommendations at length which are made on this subject in the appropriate place. It is further urged that provision be made for an extension of the vacation period along the lines set forth in these recommendations, such as will appeal to the type of man it is desirable to secure for the service.

Attention is also invited to the desirability of relieving postal employees from the payment of premiums on the bonds which they are now required to execute. Though in the case of employees in the automatic grades the premiums are not large, in the case of many supervisory officials they are large, and in all cases it is found they are the cause of irritation and more or less protest. There is a practically universal demand on the part of the personnel for a change. It is recommended that either the premiums be paid by the Government as a legitimate part of its burden, as in the case of all other forms of insurance, or that the Government itself bond its employees at premiums based exclusively upon losses experienced.

Further, the plan is submitted for your consideration of rewarding long continued faithful service, and insuring the retention of experienced employees, by granting a service bonus, as, for instance, \$100 increase in annual salary after 5 years, and a like increase after each succeeding period of 5 years up to 25 years. This to be paid semiannually.

19. Have you any vacancies in the regular force of employees at your office that you have been unable to fill because of inability to obtain civil-service eligibles for post-office work?

Yes. There are 202 vacancies in the force of laborers that it has not been possible to fill.

20. How many resignations have occurred in your force during the fiscal year ended June 30, 1919? State in what salary grades the resignations have occurred, and indicate the information applying to clerks and carriers and positions open to clerks or carriers, separately.

See table on following sheet.

Table showing resignations during fiscal year 1918-19, arranged by titles and salaries.

	Grade.												Total.	
	40 cents per hour.	\$1,000.	\$1,035.	\$1,100.	\$1,200.	\$1,300.	\$1,380.	\$1,400.	\$1,500.	\$1,600.	\$1,700.	\$1,800.		\$1,900.
Clerks:														
Regular.....		494		30	24	22		160	20	5	4		1	74
Substitute.....	171													171
Carriers:														
Regular.....		38		9	2	8		53						100
Substitute.....	187													187
Laborers ¹			60											60
Printers.....							2							2
Grand total.....														1,200

¹ Positions open, 202.

21. If it has been necessary to employ temporary clerks or carriers other than civil-service eligibles, please advise the total number appointed to each force during the year and the amount and method of compensation.

It was necessary to appoint 5,148 temporary clerks during the fiscal year ended June 30, 1919.

These appointees were used for both clerical service and carrier service.

For clerical service these temporary employees received \$526,525.60.

For carrier service they received \$32,306.80.

The rate of payment in both cases was 40 cents per hour.

The earnings do not include the fees received for the delivery of special delivery mail.

22. State total number of employees in your office, exclusive of temporaries and substitutes. To provide efficient Postal Service is it essential that you be allowed an additional force, and if so, the number and percentage increase required?

Total number of employees in the New York post office :		
Clerks, including supervisory employees.....		6,928
Carriers.....		2,771
Laborers.....		318
Mechanics.....		6
Printers.....		7
Watchmen.....		15
Total		10,077
Additional force required :		
Clerks		778
Laborers.....		178
Total		956
Percentage of increase required, 9.4 plus.		

23. In your opinion, should the salary of clerks be more than carriers? If so, to what extent?

In the automatic grades the salaries of clerks and carriers should be uniform. Above the automatic grades provision should be made in the case of clerks for the technical positions and supervisory grades shown in the answer to question 15.

In the case of both clerks and carriers the same civil-service examination is given and the same scholastic requirements prevail. Throughout the first few years service matters are even between the two classes. The carriers are subject to greater physical exertion in carrying heavy loads, etc., but this is offset by the confinement to which clerks are subjected and to the more severe strain upon them mentally imposed by the mastery of schemes of separation, etc. Hence so far as the automatic grades are concerned, it is believed that the recompense should be the same. In the case of the carriers there is little need of initiative and executive ability. In the case of the clerks, when they reach the maximum automatic grade there is a demand for executive ability, initiative, and higher qualifications, such as are demanded by the special clerk class and supervisory positions. Therefore, it is believed that throughout the automatic grades the same salaries should prevail, but beyond the automatic grades higher salaries should be provided for clerks.

REMARKS.

In submitting the foregoing, it is thought it would not be out of place, in the interest of the service, to invite attention to the urgent necessity of legislation for the retirement of the superannuated.

Retirement of the superannuated is now being provided by many of the largest corporations and by many municipal governments. The demand for this in the Postal Service is insistent and widespread. It would make for efficiency, promote morale, and be a strong attraction to the class of men it is desirable to secure as new employees.

In this connection I would instance that since my appointment not fewer than six employees have celebrated anniversaries of their connection with the service 50 or more years, and a notable example is that of William H. Chase, who has served 70 years, and until reduced to a clerkship on the recommendation of the inspectors was superintendent of the inquiry department. There is need for legislative action.

In the questionnaire no appropriate space has been provided for details as to the roster of the motor vehicle service, and believing that to give details thereof in the body of this response would complicate your study of the matter concerned, such details have been deferred, and I now submit below a table showing the titles proposed and appropriate salaries for this branch of the service.

MOTOR VEHICLE SERVICE.

1 superintendent motor vehicle service.....	\$4,000.00
2 assistant superintendents motor vehicle service.....	3,000.00
1 chief mechanic.....	3,000.00
1 assistant chief mechanic.....	2,500.00
6 foremen mechanics.....	2,200.00
1 statistician.....	2,800.00
1 chief despatcher.....	2,500.00
3 route supervisors.....	2,200.00
1 chief stock clerk.....	2,200.00
1 assistant chief despatcher.....	2,200.00
1 assistant chief stock clerk.....	2,000.00
1 schedule clerk.....	2,000.00
Order clerks.....	1,900.00
Despatchers.....	\$1,500.00 to 1,700.00
Mechanics.....	1,600.00 and 1,700.00
Garage men.....	\$1,400.00 and 1,500.00
Chauffeurs.....	\$1,400.00, \$1,500.00, 1,600.00
Substitute chauffeurs.....	per hour .55
Substitute mechanics.....	do .65

Clerks to be divided into automatic grades, \$1,400, \$1,500, \$1,600, \$1,700, and \$1,800, with promotions, etc., on the same basis as provided for clerks in the automatic grades of the regular service.

The number required is indicated in the case of supervisory grades only.

The motor vehicle service is a new branch of the postal system. This calls for special designations. The duties are largely different in character from the duties of those connected with the service proper. They are largely technical in character, involving different branches of mechanical training. Hence, the necessity for special and appropriate designations, and these have been given and are shown with salaries that are believed to be approximately what are paid by private establishments.

The designations given explain themselves.

Mr. CHAIRMAN. The next speaker on the list is Mr. Snyder, of Youngstown, Ohio.

As Mr. Snyder does not seem to be here, we will hear Mr. Binder, of Hackensack, N. J.

STATEMENT OF MR. J. W. BINDER, POSTMASTER, OF HACK- ENSACK, N. J.

Mr. BINDER. Mr. Chairman, I am going to ask you to examine these charts, which I will give you, for a moment.

Before becoming a postmaster I was a school-teacher. I learned in the days of my school room experience that the best way to get an idea across to a class of children was to put it before them objectively. I have found in after life that men are but children of larger growth, and therefore in putting this chart before you I want to get to your attention objectively the facts which I want to present to you.

They are these: I represent the 31 first class post offices in New Jersey. The figures which are before you on the chart were arrived at in this manner: A questionnaire was prepared and sent out to the 31 first class postmasters asking them to give the official information from which these figures are compiled. Those questionnaires are here and will be left for your records, if you desire to see them.

As you see, the figures show these things: That the gross receipts of 26 out of the 31 first class offices—we didn't get reports from the others—in 1914 were \$18,664,416 and some odd; in 1919 they are \$41,518,284, an increase of 114 per cent in four years in the gross receipts. That does not mean postal receipts alone; it means gross receipts from money orders or whatever source of revenue there may be in the post office.

As against that, and compared with it, the salaries which were paid to the postmasters, the official executives in those same offices in the same period, in 1914 were \$92,300; in 1919 they had increased to the "magnificent" sum of \$94,800, an increase of 1.7 per cent in salaries, over against the 114 per cent increase in gross receipts. And if you will read for gross receipts the word "responsibility," it will mean these have increased in the same ratio.

Now, we have set down, as compared with that, the average salaries paid to similar executives in commercial life, and we find that in 1914 these were \$3,600. These figures again are compiled from figures in the questionnaires, which were ascertained by actual inquiries in the respective localities in which the postmasters resided. In 1914, I say, they were \$3,600; in 1919 the average salaries paid for these same positions were \$5,000, an increase of 40 per cent.

Senator STERLING. What would you call a similar executive position?

• **Mr. BINDER.** I would call a similar executive position in commercial life a position in which a man was required to exercise the same degree of executive ability in which he had the same responsibility and handled the same amount of money as the postmaster did in these respective offices. That is the basis of the comparison. Average salaries and wages of skilled and unskilled labor, you will see, increased 100 per cent. In 1914 the wage was \$3 a day for a day of 10 hours; in 1919 it is \$6 per day for a day of 8 hours, an increase of 100 per cent.

The responsibility of the postmaster from 1914 to 1919 has increased 55 per cent. You will see the explanation under the figure line. The addition of parcel post, war savings stamps, central accounting system, and other items which I have not enumerated brought into the system since then, for all of which the postmaster himself in the last analysis is the responsible executive, and therefore his responsibility is increased to that extent.

Over against that I put the sad fact that the purchasing power of the postmaster's salary in 1914 was 100 cents on the dollar. We could buy 100 cents' worth of beefsteak for 100 cents; to-day we can buy 50 cents' worth.

I will leave that chart with you without any further comment, knowing very well that if you will consider it, as I know you will, you will arrive at the decision that here is a condition with which something ought to be done.

(The chart referred to follows:)

GRAPHIC COMPARISON FIRST CLASS NEW JERSEY POST OFFICES (26 OUT OF TOTAL 31)
JULY 30, 1914, TO JULY 30, 1919.

Gross receipts:

1914-----	\$18,664,416
1919-----	41,518,284

Increase, 114 per cent.

Salaries:

1914-----	92,300
1919-----	94,800

Increase, 1.7 per cent.

Average salaries similar executive positions commercial life:

1914-----	3,600
1919-----	5,000

Increase, 40 per cent.

Average salaries and wages, skilled and unskilled labor:

1914-----per day of 10 hours--	3
1919-----per day of 8 hours--	6

Increase, 100 per cent.

Responsibility of postmaster:

1914, regular postal duties only.

1919, addition of parcel post, war savings stamps, central accounting system.

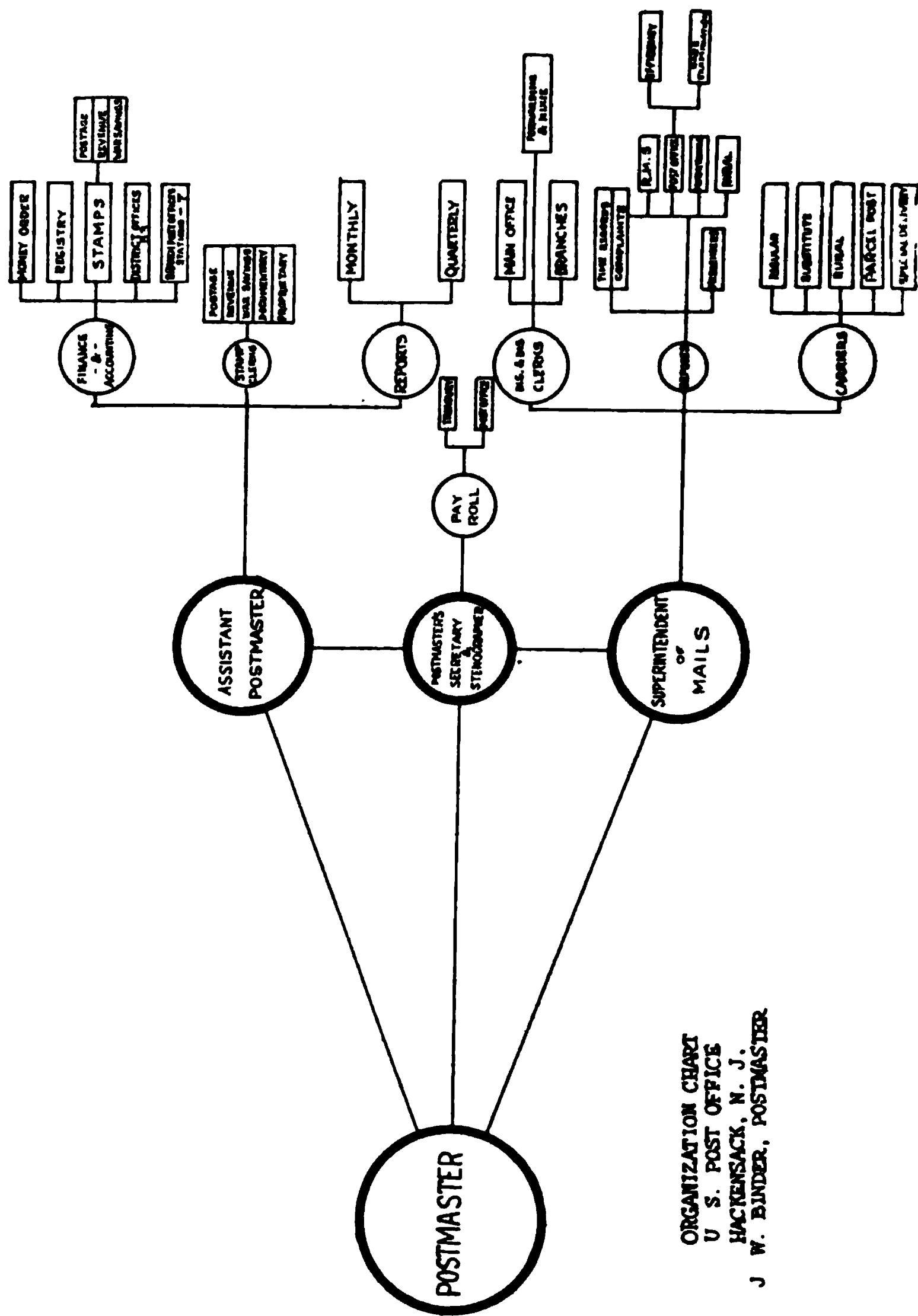
Increase, 55 per cent.

Purchasing power postmasters' salaries:

1914-----cents--	100
1919-----do----	50

Decrease, 50 per cent.

Now, you will find the second exhibit attached to this card. This is an organization chart which I have had photographed from one on the wall of my office in the Hackensack post office. I want to illustrate with this chart this one point. There has been raised here considerable of a question by the gentlemen representing the com-



mittee as to what the postmaster really does. What is his job as a postmaster? Is he a figurehead, a highly ornamental figurehead. perhaps, but nevertheless a figurehead? Is that true, or is he a man who is there charged with responsibility, who does his job, and does it as well as he knows how?

If you will follow me in examining this chart which is placed before you, you will see a large circle on the left-hand side in which the word "postmaster" is put. That circle in Hackensack represents me. It is perhaps a little more rotund than I am, but it represents me, nevertheless. From that circle you will see two long lines leading out, one to "assistant postmaster," the other to "superintendent of mails." That means simply this, that every letter or communication that comes into that post office, whether it is from the department at Washington, from a person on the outside, making a complaint, from some one who wants to have a new kind of mail service inaugurated or who wants to have his service increased—all of that comes across my desk as postmaster, and all of it is opened by me, read by me, and handled by me, and goes out from my desk in one of two directions. If it pertains to distribution of the mail outgoing or incoming, it goes to the superintendent of mails, marked to be acted upon and to be returned by the same line, to my desk for approval or disapproval. If it has anything to do with finance or accounting, with the stamp clerks, with reports to the department, it goes to the assistant postmaster, marked to come back to my desk along the same line.

Now, the duties of the assistant postmaster, if you will follow me for a moment, are divided, as you see, into three main divisions, finance and accounting, stamp clerks, and reports.

Under finance and accounting he handles and is responsible for the money orders, for the registries, for the sale of stamps—and those stamps include postage, revenue, and war-savings stamps. He is responsible for the accuracy of the accounting of the 53 district offices which are under my direct jurisdiction. He is also accountable for the accounting in the seven branch post offices and substations in my jurisdiction. Those are his main duties. All of those reports, before—mark you—before, they reach the assistant postmaster's desk come across my desk and go out to him along these lines. Every report that comes across there is digested first by myself to see whether the district office from which it comes is falling behind or whether it is going ahead; whether there is marked weakness in certain of its administrative functions, or whether it is being conducted right, and then it goes to the assistant postmaster for recording, tabulation, and finally making a report to the department; after which the report comes back along that same route to me and is checked up by me.

Mr. STEENERSON. Now, take correspondence, Mr. Binder. Do you refer anything that you receive as postmaster—any inquiry—to a subordinate; the assistant postmaster, for example?

Mr. BINDER. It depends entirely upon its character. If it is a complaint for which I think the superintendent of mails is culpable, which on the face of it shows that there has been a weakness in the administration of his department, that is personally investigated by myself.

I might tell you, just as an illustration of the extent to which I go in this direction, that I incur telephone tolls to the extent of \$9 or \$10 a month. One bill was questioned a while ago by the department. They thought that was excessive and I made the explanation to them that \$1.20 of that telephone bill was incurred in this

manner: A man residing in my town who was a stockholder in the United States Steel Corporation, called me on the telephone one day and was very wroth, indeed, because a dividend check which should have reached him, according to his statement, on the day before, was not at hand. I questioned him and he said it was a special dividend check from the United States Steel Corporation, and that the United States mail was certainly in rotten shape if these things could occur. I took the trouble then to call up the treasurer of the United States Steel Corporation at 61 Broadway, myself, to find from him that not only had there been no special dividend declared and no special dividend checks made out, but there was none in contemplation; and then, in order to make assurance double sure, I telephoned the United States Steel Export Corporation, which is a subsidiary of the United States Steel Corporation, thinking there might have been a check of that character from there, again to find that there was none. Then, having spent all that time myself investigating the matter, I called up the gentleman in question and calmed him down technically and in a gentlemanly manner for making a complaint which was not justified. He has to-day a very much higher respect for the United States Post Office Service than he had before.

I cite that to illustrate the course of one complaint. Now, in the ordinary course, that would have been referred through an inspector, and if the letter could not be found it would take the usual tedious course around through the department, requiring three weeks or a month to get any action. In the meantime, our friend on the outside would have been damning the Post Office Department up hill and down dale.

Does that answer your question?

Mr. STEENERSON. I think so.

Mr. BINDER. The second activity of the assistant postmaster is supervision of the stamp clerks. I need not say anything about that except to explain what I mean by that.

We have two stamp-selling cases of a modern type. Every morning \$400 worth of stamps and change is put into each of those cases, and it is his duty at the end of the day to see to it that in each of those stamp cases there is either \$400 worth of postage stamps or \$400 worth of stamps and money; so that every day we have an absolute check upon the clerks who sell the stamps, to tell us whether they are right or not. The same is true of the documentary and proprietary stamps.

The third function of the assistant postmaster is to make monthly and quarterly reports to the department. You all know what they are and how much they entail in the central accounting office. I need not speak of them except to emphasize this one point again, that the statistics and reports upon which those reports are based come to me first and go back to me after they have been made up, and are by me checked for approval.

I want you to believe that in the Hackensack post office, at least, the postmaster is no mere figurehead.

Now, so far as the superintendent of mails is concerned, he, too, has a threefold main duty. First, he has charge of the distribution and dispatch clerks in the main office and the branches. He has charge of the forwarding and nixie clerks. He makes reports, too,

to the department, consisting of time records, complaints, messengers, and all that sort of thing. Then he has absolute supervision of the carriers, and I hold him responsible for them. If a carrier is late upon his route, or if I receive complaints about irregular delivery, the superintendent of mails is the man whom I hold responsible—the carrier in the last analysis, but the superintendent of mails first, and every complaint after it has been investigated by me and found to be well founded, goes out to him through the regular channel. It is not lost sight of, but its copy is filed in the follow-up file, which I have in the lower right-hand drawer of my desk, so that two days later it is automatically again brought to my attention, and if I have no report upon that particular complaint, that gentleman comes upon the carpet and I find out where the report is and why it was not made sooner.

I will leave that chart with you as an illustration of what one first-class postmaster, at least, does. I am sure that my case is typical of what all the rest of the gentlemen do, because I am no different from any of the rest, except I happened to come into the post-office service from rather a broad experience in scientific business organization. When I came in and took the job as postmaster—I beg pardon; I am not yet postmaster; I am acting postmaster, but I hope, with the consent of the Senate, to become one shortly—I say when I took up this job I applied to it just exactly the same methods as I did when I took up, for instance, a job for the American Telephone & Telegraph Co., to first survey the job and find out what it was; to study and analyze it until I had all the facts on the table before me, and then to systematize it so that I could visualize the details before me and see who was responsible for what, and to see that he did it.

I would like to carry you in detail just a little further here with regard to these carriers to say that each one of the different routes in the Hackensack post office is mapped on a scale 6 feet long and 4 feet wide, so that on it by means of a map-and-tack system I can locate every house on every route in the town, and by glancing at that map I can see in a minute whether carrier No. 7 is overloaded or whether he has too few stops; whether his territory is too large or too small. If a new house is put up, it is a simple matter to put in a new tack, and at all times we can visualize the exact condition of the delivery system of our city.

Now, gentlemen, in all fairness, quite aside from any considerations of the high cost of living or anything else, I submit to you whether a post office and a postmaster who has approached his job with the seriousness that I have done—and I know that my case is typical of all the rest of them—ought not to be taken care of on a proper salary basis.

Senator STERLING. What salary does your office pay?

Mr BINDER. \$3,300 per year, and over against that, I might say, without egotism at all, that prior to the war I was making \$7,500 per year plus my personal expenses.

Senator STERLING. You heard the statements of the other gentlemen here in regard to the salaries of clerks and carriers?

Mr BINDER. Yes, sir.

Senator STERLING. What have you to say about that?

Mr. BINDER. I concur with them absolutely. There ought to be a raise in the minimum salaries of clerks. Supervisories ought to be paid more than the men whom they supervise. The case in my district to-day is that the assistant postmaster gets \$1,800 a year and the men under him get \$1,800 a year. Where can there be any proper discipline under such an arrangement? Is it good business? Would you or anybody else do it in your own business?

Now, just one other word about the excessive cost of living. In the district which I represent—and if I did not live in New Jersey and the district around New York I would not raise this point before you with it—it is a fact borne out by a table prepared by the statistical department of the Labor Bureau, that the cost of living in the New York and New Jersey territory is higher than in any other part of the United States, with two exceptions, and those are the Lawrence and Fall River districts in Massachusetts.

Senator McKELLAR. You never lived in Washington, did you?

Mr. BINDER. The table says that it is even higher than Washington, and I don't go behind the Government's table.

Mr. STEENERSON. The Department of Labor table gave Norfolk, Va., as the highest.

Mr. BINDER. The Department of Labor—I think I am correct when I quoted that—

Mr. STEENERSON (interposing). You haven't got the official table there. You have got a newspaper article.

Mr. BINDER. Lawrence and Fall River is first: then comes New York, and then Boston.

Mr. STEENERSON. What is that?

Mr. BINDER. This is a table—just a moment—"The Bureau of Statistics of the Department of Labor, in report made public to-day," September 20.

Mr. STEENERSON. From what?

Mr. BINDER (reading):

Presents an interesting discussion of the high cost of living problem, and shows, among other things, that—

Mr. STEENERSON (interposing). That doesn't appear whether that is all items or only some items. The official table that I quoted from in the Congressional Record when the salary bill was up included all items.

Mr. BINDER. Well, this is food expenditure only.

Mr. STEENERSON. But when you talk about the cost of living you must include all items.

Mr. BINDER. Undoubtedly.

Mr. STEENERSON. But you have simply got food there.

Mr. BINDER. I have food, which is the principal item—it is in all first-class post offices anyway.

Mr. STEENERSON. We find it costs something for housing in Washington.

Mr. BINDER. It does.

Mr. STEENERSON. And clothing, too.

Mr. BINDER. It does, but food, after all, is the principal item.

Senator STERLING. Have rents materially increased?

Mr. BINDER. In our section?

Senator STERLING. Yes.

Mr. BINDER. They have doubled. Fortunately, I have a 5-year lease, under which I live, going along at the pre-war price.

May I just say a word about certain expenses which the first-class postmaster must incur, for which he is not reimbursed by the Government? They are these: Of course, in the first place he must give a bond. In the second place, I am responsible for 53 district offices. Now, then, as a good business executive, as a man who has handled larger organizations than that all over the country, I would not attempt to be responsible for any organization without visiting its branch offices at least twice or three times a year. In other words, I think that I am not doing my duty in supervising those district offices if I do not call on the district postmasters at least 4 times a year. If I do so, it is entirely at my own expense; I can't get a penny from the department for carfare or other expenses. If I drive my automobile, I buy my own gasoline. Yet it is eminently necessary to make these inspections if the central-accounting system is to be carried out to its logical conclusion and we are really to supervise and help these third or fourth class postmasters in solving their problems. We ought to be reimbursed for those expenses.

Suppose I extend credit to some person who wants to sell war savings stamps, as we are all encouraged to do and authorized to do, and the account goes bad to the extent of \$100 or more. The postmaster pays, and there is no reimbursement.

Those charts that I have just described to you cost me over \$100 to prepare. I have not gotten a penny back, and I would hesitate to make a claim; for fear some subordinate in the department who didn't grasp at all the idea that I had in mind, or what I was trying to do, or how it raised the efficiency of my office, and simplified the service of the carriers would say, "What is this for?" So we simply pocket the loss and say nothing about it, but it is a fair charge nevertheless. And the sum total of all those things, when you consider that I am to-day actually living on \$1,700 a year, purchasing power is a material factor.

Senator STERLING. What is the population of your city, Mr. Binder?

Mr. BINDER. I serve a mail population of 32,000. That is my district. The population of Hackensack is 18,000.

Mr. STEENERSON. What induced you to give up your \$7,500 position?

Mr. BINDER. I was a business organizer. You understand when the war came along that sort of business ceased to exist. They even stopped production except in lines that helped to win the war and remained in statu quo.

The CHAIRMAN. We are very glad to have heard you, Mr. Binder, and for the balance of your statement, we will have to ask you to file a brief.

Mr. SELPH. Mr. Snyder, of Youngstown, is now present, Mr. Chairman.

The CHAIRMAN. We will now hear Mr. Snyder, as he has come in.

STATEMENT OF MR. GEORGE B. SNYDER, POSTMASTER, YOUNGSTOWN, OHIO.

Mr. SNYDER. Mr. Chairman and gentlemen, I have served the best years of my life in the Postal Service, and I want to give you a brief résumé here before I put myself at your mercy. I have served in the post office since 1888. I entered the service as a carrier, was promoted to superintendent of carriers, was kicked out in the change of administration, came back as postmaster, served four years, was kicked out again and went back again. We have had two postmasters in Youngstown in 26 years.

Senator McKELLAR. You have mixed some in politics in your career?

Mr. SNYDER. Twenty-one of these years I have been in the newspaper business. But I would rather answer questions than take up your time in making a speech.

Senator McKELLAR. Do you think the salaries ought to be raised for first class postmasters?

Mr. SNYDER. I do in this way: There is too great disparagement in promotions from certain grades. For instance, when I had charge of the office in 1894 the salary was \$3,100. The population was about one-third what it is to-day. We had postal sales of \$45,000 a year. I had 7 clerks and 19 carriers, and the salary was \$3,100. Now I have 200 and some employees, a Federal building to supervise; the sales are \$457,000—the postal sales—and I handle \$5,000,000 a year in other funds, in addition to running a banking business, express business, grocery for sale of Army food, motor-vehicle service, and other Government activities.

The population of Youngstown, Ohio, to-day is 130,000 people, and I get \$3,800 salary, while the dollar, compared with 1894, is worth one-third less.

Senator McKELLAR. What do you think it ought to be?

Mr. SNYDER. Well, I am going to leave that to your judgment.

Senator McKELLAR. But we want to know what you think about it.

Mr. SNYDER. I can tell you what similar positions in other lines are paying in Youngstown. I took this up with bankers, with men in the steel business, and with several others who have men employed in capacities that do not handle money, who are not responsible for funds, whose duties are executive only, and the lowest man gets \$10,000 a year.

Now, we have a peculiar district. It is a steel district—one of the greatest steel districts in the world. The wages there are way out of proportion to other sections. Common labor gets from 50 to 60 cents an hour, washwomen, \$3 a day and street-car tickets and two meals a day, and they are hard to get.

Senator STERLING. What do they get at the steel plants?

Mr. SNYDER. Those men there earn all the way from \$8 to \$80. That has been testified before one of the committees of Congress investigating the subject.

The CHAIRMAN. Those men who get \$80 a day are expert, though?

Mr. SNYDER. They are rollers and men skilled in that work.

The CHAIRMAN. They are men highly skilled in some particular line?

Mr. SNYDER. Yes; common labor gets \$5 and \$6 a day, and as high as \$8 a day. I went into a shoe store the other day and observed a colored man buying a pair of shoes. I was interested because I noticed that they were better shoes than I buy, and I asked the clerk whether colored men usually buy \$14 or \$15 shoes, and he said: "Eighty-five per cent of our sales of the higher grades of shoes are to colored people and foreigners."

Senator STERLING. How about silk shirts?

Mr. SNYDER. Yes, and that colored fellow will go into a shirt store and he won't take anything less than a \$10 or a \$15 silk shirt. And foreigners the same way. Those are the conditions under which I am living. If the standard of judging postmasters' salaries was equitable in 1883, 36 years ago, it is manifestly out of all reason and justice to-day. If you could just bring the value of the dollar up a little, place it on the same basis that it was in 1883 you could see where it would land postal salaries to-day.

Mr. STEENERSON. Don't you think that the tendency has been rather to increase the minimum wage than to increase the higher paid men?

Mr. SNYDER. All increases we have had recently have been the smaller paid men, the lower salaries.

Mr. STEENERSON. There is less disparity between the highest paid and the lowest paid now than there formerly was.

Mr. SNYDER. In the State of Ohio no postmaster draws more than \$3,800 and \$6,000. There is no salary between my salary of \$3,800 and the maximum of \$6,000.

Mr. STEENERSON. But I am speaking of industry, private enterprise.

Mr. SNYDER. Well, I don't know.

Mr. STEENERSON. Men are now getting \$5 or \$6 a day for common labor.

Mr. SNYDER. Yes.

Mr. STEENERSON. And they formerly got \$1.50 or \$2.

Mr. SNYDER. Yes.

Mr. STEENERSON. And the higher paid classes of men have not been given four times as much pay.

Mr. SNYDER. I think you will find the salaried men in the mills have been raised in proportion. They haven't even had to ask for it; and it has been voluntary. They have had six increases in the last two years.

Mr. STEENERSON. Do you think that the increases have been relatively the same in the higher paid classes and in the lower paid?

Mr. SNYDER. No; I would not say that.

Mr. STEENERSON. No; it has been greater in the lower grades.

Mr. SNYDER. Yes, sir; it may have been greater in the lower grades, but the other salaries were high in comparison with postal pay before they started the increases in the steel business.

The CHAIRMAN. Have you got a brief, Mr. Snyder?

Mr. SNYDER. Our committee prepared a brief which expresses my views.

The CHAIRMAN. The next gentleman on the list is Mr. Hogadone, of Grand Rapids, Mich.

STATEMENT OF MR. C. E. HOGADONE, POSTMASTER, GRAND RAPIDS, MICH.

Mr. HOGADONE. Mr. Chairman and gentleman, I occupy perhaps a somewhat unique position. I was requested to appear before your commission, upon your very kind invitation, by the first class postmasters of Michigan to present any matter that might be desirable.

In my particular office I wish to say that I have no special motive for appearing. I believe that the peculiarity of the situation is that the office is neither a large office nor a small office. The gross receipts of my office for the last fiscal year were \$814,000 plus, the salary, of course, being \$6,000. Personally I consider that salary sufficient and adequate for that position under anything like normal conditions, and I personally do not believe in basing salaries upon abnormal conditions. So I have nothing to say for myself or for my own interests in this matter.

I am a great deal more interested in what may happen to my force in the office, because I believe that unless something is done—and I believe it will be done by your honorable commission—to make the positions more attractive, the standard of the force is going to materially deteriorate, and in a short time we will not only have men that are poorly qualified for the minor positions, but we will have no time at all to draw upon for the supervisory positions.

I do think that in connection with the smaller of the first class offices in Michigan, there should perhaps be some change in the basis upon which their promotions are made. I think the general sentiment among the postmasters there is that the basis is not correct, and that the promotions do not come at sufficiently frequent intervals. In other words, the promotions are not commensurate with the increased amount of business transacted in their offices.

I do not know that I have anything further to say. If there are any questions that you gentlemen desire to ask me, I should be very pleased to endeavor to answer them to the best of my ability.

Senator STERLING. Do you agree with Mr. Selph, Mr. Burton, and others who have spoken in regard to the salaries, the increase of salaries of clerks and carriers?

Mr. HOGADONE. \$1,200 entrance salary and going along up the scale?

Senator STERLING. Yes.

Mr. HOGADONE. I certainly do.

Senator STERLING. With two promotions in the first year?

Mr. HOGADONE. I certainly do. I think that would be a great advantage. And I also agree, if you will permit me, with the statement that was made here that consideration should be given for services rendered by substitutes, in the placing of them in the classification of service. For instance, if a substitute had served a year—which often has happened in my office—and sometimes two or three years—fairly fully, it would be necessary for him to start back with the first grade of clerks, although he was qualified to go into a third grade or higher salary, a \$200 higher entrance salary. I don't think it is a fair proposition. It is not encouraging to men to serve as substitutes, unless there is some chance of some advantage in the knowledge he gains.

Mr. STEENERSON. What is the reason that clerks have served as long as two or three years as substitutes in your office?

Mr. HOGADONE. On account of the lack of vacancies. My force changed very little, except within the last year or two. We are experiencing some difficulty now.

Mr. STEENERSON. There is no reason, therefore, why he should not be given credit for that time that he serves?

Mr. HOGADONE. I can not see any reason why he should not be given credit for every month of service or every six months of service that he renders, because he is increasing his efficiency and making himself better as a clerk or carrier.

Senator STERLING. The same is true with reference to railway postal clerks, is it not—substitute clerks?

Mr. HOGADONE. I am not so familiar with the railway mail service.

Mr. STEENERSON. They have a law that would apply to them.

Mr. HOGADONE. I would judge that it would be true in any branch of the service.

The CHAIRMAN. Do you want to file a brief, Mr. Hogadone?

Mr. HOGADONE. My brief is included in the general brief, but I desire to put into the record a brief in behalf of the first-class postmasters of Michigan.

(Statement submitted by C. E. Hogadone, of Grand Rapids, and B. G. Oosterbaan, of Muskegon, on behalf of the first-class postmasters of Michigan:)

Postmasters at first-class offices in Michigan desire to submit for your consideration the following claims and arguments for the readjustment and reclassification of salaries of their offices upon an equitable and just basis.

In order to obtain at first hand information and statistical data from all postmasters at first-class offices in Michigan, we submitted a questionnaire of our own. In connection with this questionnaire many questions, somewhat foreign to those asked by the joint commission in their questionnaire, have been asked, all with the purpose of drawing out general information, which in our judgment appeared to be desirable to take under consideration in connection with salary adjustment.

We desire to state at this time that we have received responses from 20 out of 23 first-class offices in Michigan, it being assumed by us that the postmasters at the offices not responding desire to present their information direct to the commission.

Your attention is respectfully invited to the fact that in answer to the question, "Do you devote your undivided attention and entire time to the duties of postmaster," with but very few exceptions the answer is "yes," and in most instances postmasters are not interested in or devoting any time or thought to private interests. One reason for this situation is that the postmasters have had so many duties in connection with their offices during the past four years, that it was beyond physical or mental endurance to attempt more. Again the present postal administration adopted a policy (which is right) requiring postmasters to devote at least eight hours per day to the duties of their office. This policy has without doubt brought about radical improvement in the service and enabled the Post Office Department during the strenuous period of war to handle a tremendously increased volume of business at a minimum cost and to a very large degree in a very satisfactory manner. The efforts of postmasters supplemented by the splendid cooperation and loyalty of their faithful employees, who remained in the Postal Service at considerable financial loss to themselves, made possible this achievement. It is our belief that consideration should be given not only to gross postal receipts, but to amount and number of money orders issued and paid, postal savings accounts, amount of war savings and revenue stamps sold, and also that consideration be given to the number of offices depositing money order or other funds in first-class offices. All of the above enumerated matters have a direct bearing upon the duties and financial responsibility of the postmaster.

While the designating of certain offices as central accounting offices has to a considerable extent increased the duties and responsibilities of postmasters at central accounting offices, no doubt but this system of accounting is a mate-

rial improvement affecting a great saving in time in handling postal funds, supplies and minimizing the risk of loss in small offices which have little or no protection from theft and burglary, by enabling the postmaster at such offices to reduce their stock of stamped paper to the minimum, as they are always able upon short notice to procure any necessary supplies.

Your attention is also invited to the fact that at offices designated as sub-offices and subagencies, the duties and responsibilities of postmasters are augmented without necessarily increasing the cost of operation in all cases.

It is our opinion that the basis upon which postmasters' salaries are fixed is not equitably determined and we believe that consideration should not be given to gross receipts of the office, but to the number of employees supervised and the population served. Increases in postmasters' salaries from time to time are not commensurate with the increases in gross postal receipts.

A comparison between wages paid by commercial organizations to managers and others holding positions of like responsibilities and supervisory duties with those of postmasters indicates that the postmasters are greatly underpaid.

Michigan is no exception to the rule in other States as to the decrease in purchasing power of our salaries. A careful estimate of the increase of actual cost of living would not be under 60 per cent. This does not include anything except actual necessities. Postal officials and employees have a right to expect and are desirous of effecting reasonable savings to provide for themselves in sickness or old age in the same manner as those engaged in other occupations.

The Post Office Department has wisely and with impartiality enforced the rule requiring postmasters to devote their entire time, thought, and energies to the Postal Service, consequently postmasters have made and are continuing to make a careful study and give close, undivided attention to the administration of their offices.

As it is unquestionably the desire of your honorable commission to give consideration, not only to the adjustment of salaries, but also to all matters that are pertinent and pertain to the good of the service, we desire to suggest that the question of tenure of office, method of appointing and discharging postmasters, a proper and adequate retirement measure for all postal officials and employees should be given careful consideration. It is a well-known fact that the permanency of employment upon a satisfactory basis with opportunity for promotion and advancement according to worth and efficiency is very desirable in any line of commercial business. Why not in the Postal Service?

It is our opinion that all officials and employees, if assured that their positions were permanent, would be satisfied with an adjustment of their salaries upon a somewhat lower basis than under uncertain conditions. We respectfully request that all these matters be given consideration in conjunction with the reclassification and readjustment of salaries, as such action would tend to keep in the service trained and efficient employees and encourage a high order of applicants for postal positions.

The following are deductions made from our experience as postmasters for the past four years or more with reference to the needs of the service in the interest of maintaining the efficiency of the same upon a highly satisfactory basis:

1. Salary schedules should be advanced sufficiently so as to attract a high order of intelligent applicants.
2. Opportunity for rapid promotion and advancement upon merit and special fitness in and to all branches of the service.
3. The readjustment of salaries for all employees and officials should be sufficiently high so that it would be unnecessary to seek outside employment in order to augment salaries. The efforts necessarily made to other lines of work in order to augment salaries is not only a drain to the physical and mental strength, but very detrimental in other ways to the efficiency of the service.
4. That when salaries are fixed upon a consistently higher basis, all employees and officials should be forbidden by law to actively engage in any other business or occupation for profit to which it is necessary for them to devote either time or effort, unless especially authorized by the Post Office Department.
5. That proper consideration should be given to the advancement of all salary schedules and that special attention should be given to an adequate entrance salary and proper compensation and promotion of substitutes. Substitutes frequently work several years as such, gaining greatly in efficiency, and when receiving a permanent appointment are not credited with or advanced on account of experience. They should have such credit and be placed in a salary grade accordingly.

6. Permanency of position coupled with a proper retirement measure, good working conditions, favorable hours, equitable compensation, and reasonable opportunity for advancement are some features that will result in a better satisfied force; a desire for a more complete and thorough knowledge of service; improved methods and greater efficiency.

7. A proper and adequate retirement measure should be given consideration in connection with revision and readjustment of salary schedules, providing for retirement of superannuated and disabled employees in order that the individual efficiency may be maintained at a high standard.

8. Automatic grades should be provided for, so as to make possible promotion of employees at more frequent intervals than does the present law regulating salaries of clerks and carriers.

9. The increases provided in postmasters' salaries between \$3,000 and \$4,000 is not commensurate with the increase in the business; between \$4,000 and \$5,000 there should be increases commensurate with amount of business transacted at frequent intervals, and the same is true as relating to the salary between \$5,000 and \$6,000; further increases should be established to properly compensate postmasters at offices where the gross receipts exceed \$1,000,000.

10. If postal revenues are not sufficient to meet the cost of operation, then postage rates should be increased. In all business, selling prices are raised when necessary to cover the cost of production.

11. Postmasters or the employees in their offices do not ask or want any greater compensation, proportionate with their duties or responsibilities, than is paid for like work and in like positions in commercial business; neither do they consider it just or equitable to subsidize commercial enterprise at the expense of the postal employees.

In conclusion, we respectfully urge that your honorable body give favorable consideration to the foregoing suggestions, to the end that a fair, just, and equitable law, regulating not only salaries but the many other things that will made the Postal Service attractive to a high grade of intelligence and offer such advantages as will retain in the service all able, competent, and efficient employees and officials, with the result that we shall have a happy, satisfied force and a greatly improved service.

Mr. SELPH. Mr. Harrison Parkman, of Emporia, Kans., is the next name on the list.

The CHAIRMAN. We will be glad to hear you, Mr. Parkman.

STATEMENT OF MR. HARRISON PARKMAN, POSTMASTER, EMPORIA, KANS.

Mr. PARKMAN. Gentlemen, until the invitation was extended to the postmasters of the country to come down here and meet with the commission, I don't believe that there was much agitation among the postmasters of Kansas over a salary raise. I am a member of the executive committee of the Postmasters' Association of Kansas, and I heard very little of it. Whenever the salary raise was mentioned, it was as one of the postmasters said, "When you get caught out in a blizzard, just hump your shoulders and back up to the storm." We didn't expect anything of the kind; we didn't expect any action by Congress at all.

Most of the offices in my State are small. We have one office that pays \$5,000 and one office that pays close to \$4,000; the rest of us are between \$3,000 and \$4,000. Mine is the smallest office, I think, represented here. I get \$3,200 a year.

We have been entirely too busy in the work of the office to pay much attention to ourselves, and in that size office the postmaster has to get out and really work at the present time, in order to keep his mail on the move. Like most of the other postmasters, we are short of help. The farmers are taking men out of the post offices; the oil fields are taking men out of the post offices; the railroads are taking

men out of the post offices; and the grade of men that we are getting into the post offices is very much inferior to the men that we formerly got. We have a large normal school, as well as a large law school, in Emporia, and we get many of our men from there, or from returning soldiers, who do not land a position quickly and have to work as auxiliary help until we can finally have a civil-service examination.

In my office—and I can only speak of my office, because during the past five years I have had no time to visit any of the other offices for any length of time, but from talking to the other postmasters, I know that the same thing exists out there and throughout the southwest corner of the State where they have coal mines—it was the case in the past that men have stayed in the offices a long time. It was nothing unusual to find men that had been in the post office 20 and 25 years, but those men are getting out; they are watching for a position on the railroad, or they are getting hold of a farm and moving onto it, because they can make more money and make it a whole lot easier. The clerks in the office are required to work overtime, and some of them constantly, in order to keep the mail moving for the simple reason that we can't get men to come in for 40 cents an hour, the kind of men who will turn out work. We can always get men for 40 cents an hour as substitutes, but they are not the kind of men who are mentally able to take up the work and turn it out.

As far as any personal word that I have on the subject is concerned I was a member of the committee that made up this brief, and it contains my ideas. They are embodied in that.

The CHAIRMAN. Now, we will hear Mr. Gatling, of Raleigh, N. C.

STATEMENT OF MR. BART M. GATLING, POSTMASTER, RALEIGH, N. C.

Mr. GATLING. Mr. Chairman and gentlemen, it is very little that I can say that will add anything to your information.

I might give simply a few concrete examples of the conditions that exist in my own community.

Some of the postmasters here at the larger offices have very graciously conceded that perhaps the smaller offices need more help. At my office the salary is \$3,600, but I represent also in this postmaster's meeting that is now going on in Washington the second, third, and fourth class offices of my State.

In North Carolina there are but 11 first-class offices, 55 second-class offices, and the total number of offices in the State is about 1,500 or 1,600. So that most of them are smaller offices. And I want to say to this committee that the smaller men, even in my State, are now deserving of help than those in any first-class office in North Carolina. But in spite of the fact that I tell you that, I want to also say that I know of several firemen, locomotive firemen on locomotive engines, one of whom runs between Raleigh and Columbia, who receives more money than any postmaster in the State. Of course the engineer on the same cab receives 20 per cent more money than his fireman. The highest paid office in North Carolina is \$3,900. The engineer on the Seaboard between Raleigh and Columbia drew a salary last year exceeding \$5,500, and his fireman something like \$4,100 or \$4,200.

When I was appointed as a committee from my State association to inquire into some of the salaries that were paid in industrial and commercial phases of life, I was simply thunderstruck by the replies that I got. Charlotte is a center of the cotton-mill industry. So is Greensboro. High Point is perhaps the greatest manufacturing center of furniture, except Grand Rapids, in the United States. The salaries paid officials in those communities were so astonishing to me that I don't believe that you will want to believe them when I tell them here, but I filed with Mr. Fay last night a number of letters which I received from Greensboro. Now, a good many of these people did not want to give the information. In my own town I did not succeed in securing information of this character because the mills were simply averse to furnishing it. But I found out from the letters which I filed with our committee last night that the salaries paid in the cotton mills, not for the general manager or the owner but for the foreman that bossed from 50 to 150 operatives, ranged from \$5,000 to \$8,000 a year; that boss weavers in the woolen mills received a salary of \$45 a week.

Senator McKELLAR. Mr. Gatling, I don't think that those comparisons are of very much use to us here. For instance, you take what are known as "rollers" in the steel plants, the men that roll the steel, some of them make as high as \$10,000 a year—more than \$10,000 a year—and yet there are few of us that would want to change places with them. There is an honor about being postmaster in a man's town; it gives a man a marked distinction in his home that must be considered as well as the salary. It seems to me the question to be considered here is what is a reasonable scale of salaries for postmasters, considering the place that they are in and all the facts and circumstances connected with it. I don't believe that the salaries in what is known as civil life—that a comparison with salaries in civil life would be of very much advantage to us.

Now, what per cent of raise in salary do you think would be fair and just? I would like to have your view about that, as to your own salary.

Mr. GATLING. I answered that question in my questionnaire, sir, and I gave the reasons on which I based my answer.

I entered the post office at Raleigh in February, 1915, at a salary of \$3,400. My salary is now \$3,600, and the receipts of the office have increased, I believe, about \$90,000. I stated in the questionnaire that our cost of living had increased fully 100 per cent.

Senator McKELLAR. You are mistaken about that, because the statistics show that the value of money is now about half; that the value of the dollar is now about 53 cents as compared with the date when you went into office. You went into office in 1914, so we must figure on that basis.

Mr. GATLING. Well, if it has fallen 50 per cent—if the value of the dollar is 53 cents and was then 100 cents, the increase in the cost of living is now 100 per cent. But we did not expect and the postmasters are not expecting that the Government should increase our salaries any such sum of money as that.

Senator McKELLAR. What was the figure you put in your questionnaire?

Mr. GATLING. I stated that a fair salary, in my opinion, that the postmaster was entitled to was about 33½ per cent increase. In other

words, to divide the decreased purchasing power of the dollar between the Government and the employee, letting each one suffer.

I did not cite these figures, gentlemen, with any idea that the committee was going to adopt any such salaries. We don't present that point at all.

Senator McKELLAR. I think the committee understands the difference in salary. They are very familiar with it on account of the fact that many of us know it from actual experience; that the salaries that we get for the work we do are, in my judgment, inadequate; and there is quite a difference between the salary of a Congressman or a Senator and a man doing a like work in civil life. But, of course, there is an honor and a distinction in connection with the place that makes up for the difference. For instance, some gentleman here just testified that he gave up a \$7,500 position to take a \$3,500 position as postmaster. Now, there must have been something besides the money in connection with it that led him to do that. We must take those things into consideration.

Senator STERLING. I think he explained, Senator, that his business had gone to pieces on account of the war.

Senator McKELLAR. Yes; I do recall that now.

Mr. GATLING. The comparison of salaries received by those engaged in industrial and commercial pursuits with those received by postmasters is made not with the expectation that the department will adjust the salaries of postmasters to such salaries. Presumably the men who receive these salaries are worth no more at the present time to their employers than they were in 1914. Our contention is that these salaries are but evidence of the depreciation of the purchasing power of money, and were necessarily granted by the employers in order that their employees might give effective service, free and unharrassed by debt or vexatious problems relating to the cost of living. If the employer in civil life finds it necessary, in order to secure effective service, to double the salaries of employees, and the commission finds that this is almost a nationwide condition; it is evidence that those in the public employment are at least entitled to some relief, and for the same reasons.

That is all I have to say gentlemen.

The CHAIRMAN. Now we will hear Mr. Schutz, of Milwaukee.

STATEMENT OF MR. FRANK B. SCHUTZ, POSTMASTER, MILWAUKEE, WIS.

Mr. SCHUTZ. Mr. Chairman and gentlemen of the commission, I would not have come down here to speak particularly for myself if I were not deeply concerned over the state of affairs in the Postal Service.

Unless Congress takes action to improve the compensation and the working conditions of the employees in the Postal Service, there is danger of a breakdown of the service. And there isn't a department in the Government that is closer to the business interests, to all the sources of production that helps the communication between States and between business interests as does the Post Office Department, and therefore the business interests of the country are deeply concerned about the business status of the Postal Service, and they know that, especially in industrial centers like

Milwaukee, the compensation of Government employees must, to some extent, approximate the compensation that is given to industrial employees.

That is about all I have to say.

Senator McKELLAR. Your salary is \$6,000?

Mr. SCHUTZ. Yes, sir.

Senator McKELLAR. And what are your receipts?

Mr. SCHUTZ. \$2,778,604.17 postal receipts.

Senator McKELLAR. What do you think would be a reasonable salary for yourself?

Mr. SCHUTZ. Why, measured by industrial and commercial standards, it would be \$10,000.

Senator McKELLAR. Don't measure it by that, but what would you think would be reasonable, taking everything into consideration?

Mr. SCHUTZ. I think \$8,000 would be a reasonable, conservative salary.

Senator McKELLAR. That is about 33 $\frac{1}{3}$ per cent increase?

Mr. SCHUTZ. Yes, sir. Now, I would like to correct just one impression, if I may. In some quarters the impression seems to prevail that the assistant postmaster is the active executive of the post office. I am not speaking of what has been at some time, but I want to assure you gentlemen from my own observation, not only of my own office but of my observation of the Postal Service throughout the country, of men that I have come in contact with in post offices that I have visited, that the postmasters now have assumed the responsibility and do really function as postmasters, and that the assistant postmaster, by a recent order of the department, assumes control of the finance division and is responsible to the postmaster for that.

Senator McKELLAR. How much of your time does it take in the post offices? How much time do you devote to it?

Mr. SCHUTZ. Over eight hours.

Senator McKELLAR. You don't engage in any other business?

Mr. SCHUTZ. No, sir; I tried to do, but I couldn't do it.

I wish to state another thing in the matter of promotions—and I believe it is the practice of the service, although a different explanation was made here—Mr. Steenerson, I believe, asked about promotions, how they were made—it is the practice in my office, and the general practice, I think, in the service, that promotions are made upon the recommendation of the supervisory officers. The promotion of a clerk is made upon the recommendation of the foreman to the assistant superintendent of mails, and from him to the superintendent of mails, and from the superintendent of mails to the postmaster. So far as our office is concerned, we do not know politics or religion; all we know is merit and service.

Senator STERLING. How old are the oldest men in your service?

Mr. SCHUTZ. Eighty years.

Senator McKELLAR. Ought they not to be retired, the old ones?

Mr. SCHUTZ. They should be retired. We ought to have a retirement system.

Senator STERLING. You think a retirement system would be cheaper?

Mr. SCHUTZ. It would be cheaper; yes. It would be economy for the service, because a great many men are now held in the service because we can not afford to face public opinion and discharge them.

We keep them all at higher salaries than they would receive as pensioners.

Senator STERLING. Do you think it would be in the interest of efficiency and economy to have a civil-service retirement law?

Mr. SCHUTZ. By all means.

The CHAIRMAN. We will now hear Mr. Lucas, of Savannah, Ga.

Mr. SELPH. Mr. Lucas is not here, Mr. Chairman.

The CHAIRMAN. Then we will hear Mr. Huffman, of Des Moines, Iowa. Is Mr. Huffman here?

Mr. SELPH. No; he is not here.

The CHAIRMAN. Then we will hear Mr. Fortman, of Helena, Mont.

STATEMENT OF MR. C. H. FORTMAN, POSTMASTER, HELENA, MONT.

Mr. FORTMAN. Mr. Chairman and gentlemen, the brief submitted by this committee meets generally my approval.

My office pays \$3,500. I started in at \$3,300 and have had two raises of \$100 each. The office is now conducted strictly on a merit basis, regardless of politics or religion. I had a Republican assistant when I came in. He did not fill the bill, was not straight, and he was removed. I appointed another Republican who has been in the office for 35 years. He is 70 years of age. He does good efficient work, but he is slow at his work. A younger man would do the same work in two or three or four hours' less time a day.

Senator STERLING. Why not dispense with his services and get the younger man?

Mr. FORTMAN. I am handicapped on account of the Civil Service.

The CHAIRMAN. Public sentiment would not permit you to do it either.

Mr. FORTMAN. Public sentiment would also prevent it, too.

Senator McKELLAR. It would not be right to turn an old man out after he is that old.

Mr. FORTMAN. No; I say so. We have one man in the general delivery window, who has been there for 30 years. He is 75 years old and his services should be dispensed with.

Senator STERLING. Now, suppose some provision was made for that old man, 70 years of age, on which he could retire, and that would enable him to live comfortably, or would partially enable him to live.

Mr. FORTMAN. That is the sentiment and feeling in our community to-day, that that should be done.

The office was filled by two men previous to my coming in, for 12 years, one for 8 and one for 4 years, and during that time there has not been one change in the conditions of that office for the betterment of the service, for the employee or the efficiency or financial benefit of the department—not one change. I mean they have had all the force working in the dark, lights burning day and night. I have placed them all in the light and cut out all the lights in the daytime, and have worked the force so as to turn the lights out when they were not using them, at a saving of \$1,200 a year.

Senator McKELLAR. What are the receipts of your office?

Mr. FORTMAN. The business of the past fiscal year—that did not include our two substations. We have one at the Capitol and one at the depot—our business of the past fiscal year was \$189,938.82, and I supplied 955 third and fourth class offices with supplies since the 1st of April.

The CHAIRMAN. How many?

Mr. FORTMAN. Nine hundred and fifty-five without any additional help or material. Wrapping paper and twine for mailing these supplies are being secured from the waste of this office. No additional help has been asked for, as I do the work myself.

Senator McKELLAR. You furnish all over the State then?

Mr. FORTMAN. All over the State.

Senator McKELLAR. Have you 955 third and fourth class offices?

Mr. FORTMAN. Nine hundred and fifty-five.

Senator McKELLAR. What are the net earnings of your office; the earnings for the Government?

Mr. FORTMAN. I have got briefs all lined up here, and I will leave them with you. I am receiving from outside offices money-order funds—there are 165 offices depositing in our office from the State.

That is all I have to say, gentlemen, except there is one thing I want to say that is a credit to the Republicans of my town, and that is that they say I am the first postmaster that ever took an interest in the office; the first postmaster that has ever taken an interest in the office. I have written credentials to that effect.

Mr. STEENERSON. That is surprising.

Mr. FORTMAN. Yes, sir. [Laughter.]

The CHAIRMAN. We will now hear from Mr. Cornwall.

Mr. SELPH. Mr. Cornwall asks to be excused.

The CHAIRMAN. All right; we will hear from Mr. Thornton, of Richmond, Va.

STATEMENT OF MR. HAY T. THORNTON, POSTMASTER, RICHMOND, VA.

Mr. THORNTON. Gentlemen, the merits of our case have been so ably set forth in the brief we have submitted, and so forcibly emphasized by the speakers who have preceded me, there has been little left for me to say. The fact is, and it must be as obvious to you gentlemen as it is to us, we were either paid too much salary when we were appointed five years ago, or are being paid too little at this time.

Take my own office, for instance. When I was appointed five years ago the receipts were \$600,000; to-day they are \$1,250,000, based on the present rate of postage. In addition to the increase of \$600,000 in receipts, the duties of the postmaster have been increased 100 per cent by the fact he is now required to perform many duties not required of him when first appointed. I would rather not have said anything at all than to say as little as that, but there were one or two questions asked, especially those asked Mr. Selph, and if you will permit me I would like to answer from my own personal standpoint some of those questions.

The question was asked if it was not true that the duties of the postmaster were generally performed by the assistant postmaster. Mr. Selph replied they were not at his office. I wish to say it is not

so in my office, and I say this without any disparagement of my assistant, who does not speak the same political language I do, as he is one of the most loyal, efficient, and zealous men connected with the post office I have ever known.

While the rules of the department require me to be at my office from 9 a. m. to 5 p. m., I am always there at 7.45 a. m. and remain until 5 p. m., reporting three-quarters of an hour before my force, who in turn report 30 minutes ahead of their schedule.

Then the question was asked whether any politics were played in the office. I want to say in my case the only time such a charge could have been made was when I first took charge of the office. A superintendent of one of the divisions showed a disposition to refuse to carry out my instruction as to the manner I wished him to conduct the affairs of his division; I demoted him for this, but subsequently, when he conducted himself in a manner to meet my approval, I promoted him to the position of superintendent of one of the largest stations.

The question has also been asked whether it is advisable to employ women. We have not appointed a lady in the Richmond post office for 25 years and we have only one there now, and when she is gone unless the law is mandatory, there will be none at all. I have seen to a number of applicants that if we appoint a woman and give preference in the positions, we would work a hardship against the clerks who have looked forward to those positions as a promotion, and if a man has been faithful and has earned that promotion, and a position is vacated that he wants, and a woman who has never served at all is appointed to it, because of sex, that man feels that the incentive to good service is removed. The only remedy for this is to make the ladies go through the same routine. The new clerk goes on at night time and must handle heavy sacks and parcels, and if they can not do that, we can not put them on.

I just want to say something about the question raised in reference to retirement; I do not think there is anything more essential in the service than a retirement bill. That is one of our burdens, one of the hardest we have, and that brings to mind the case of a man who is one of my clerks; he is over 75 years of age and has been in the service for 30 years. I have tried him in every position and find the only thing I can do with him is to put him at the street window. I employ him there where I could put a clerk whose salary would be of the lowest grade; I can not turn that man out. He is my most intimate personal friend and college mate of one of my seniors, and he would take it almost as a personal affront if I turned him out, and the people would say that I was heartless if I turned him out—not the Government.

Now, gentlemen, I have been in the service 25 years. For 15 years I served under two different political administrations as superintendent of the largest station. I am where I am to-day because the business men, regardless of their politics, demanded that I should be appointed, because they believe I made good when I was and that I had learned something of value to them. I want to say that in that time I have come in contact with the postmasters under the different administrations. You can see the difference between the postmasters of to-day as compared with those of 20 years ago, and it is surprising if you could be present at some of their meet-

like the one we held last night, and hear these gentlemen express their views and also hear the enthusiasm with which they take up these questions, each boasting that they give better service, and that their's is the better post office. In other words, his heart, soul, and mind are centered in his office, and it is no longer considered a sinecure where they can entertain their friends and have a little more prominent position than has the average citizen. I have never yet come in contact with postmasters who are not giving their best efforts to the service.

STATEMENT OF MR. FRANK C. SITES, POSTMASTER, HARRISBURG, PA.

Gentlemen, I do not want to take up any of your time, because I think the question was very ably presented by my predecessors. Almost everything I might say has already been said.

I am the postmaster at Harrisburg, Pa., where we have a population of 80,000. My post office receipts are over \$700,000 per year. I operate my office without an assistant postmaster and have for the past three years.

The CHAIRMAN. Why do you do that?

Mr. SITES. The assistant postmaster resigned and I assumed the work that he did and spread it over my official force and I thought there was no need of one. I am there on the job all the time and can not see the need of one.

Mr. STEENERSON. Are you under the two-division plan?

Mr. SITES. Yes, sir.

Mr. STEENERSON. Superintendent of mails and a superintendent of finance?

Mr. SITES. Yes, sir.

Mr. STEENERSON. These two men do a great deal of the work the assistant postmaster used to do?

Mr. SITES. The superintendent of finance only. Before we were operating under the two-division plan, it was hard to know just who was the head of the office. We get along very nicely now.

The CHAIRMAN. Don't understand me that I have any objection. I just wanted to know the reasons. It is the first instance I have known of that sort.

Mr. SITES. My salary is \$5,000 a year and will be \$6,000 next year. Personally I ask nothing for myself, but I think supervisory officials should receive consideration from your honorable body, and also the men in the lower grades receiving salaries below that of a supervisory official.

With regard to the eligible list in our community. I have had scarcely none at all in the last two years. The last list I had presented to me about three weeks ago only contained the names of, possibly, a dozen people. I have interviewed already six of those on the list and four of them have refused the position. I have run the office practically with auxiliary help. I managed to get plenty of it, and it has been very good.

Senator McKELLAR. Have you any old employees, Mr. Sites?

Mr. SITES. I have one, a Grand Army man. He is the saint of our office.

Senator McKELLAR. Do you think a retirement bill would be for efficiency and harmony?

Mr. SITES. I certainly do; and I think it would be an incentive for a man to stay. I think they are looking forward to something of that kind to be put into effect.

Senator McKELLAR. I do, too.

The CHAIRMAN. Suppose Congress enacted some legislation along that line, do you think the employees of the post office would be willing to contribute something to that fund?

Mr. SITES. I do. The employees in my office have expressed themselves to that effect.

Mr. Sites filed the following statement:

STATEMENT SUBMITTED BY MR. SITES.

Supplementing any remarks or briefs submitted in behalf of postmasters of the first class, I feel it my duty to acquaint the commission with several things in the matter of salaries which, in my judgment, are vital to good administration. Whatever consideration the commission may feel disposed to give postmasters of the first class will, of course, be appreciated and construed as a mark of merit and recognition of faithful service.

The matter of a readjustment of postal salaries is one that deserves most careful consideration and is a proposition that can not be decided without deliberate judgment. The wisdom of Congress was forcibly displayed in the appointment of a commission to study conditions, and as a result of their study to recommend in some tangible form a plan for reclassification of all postal salaries.

This matter has been given much thought since the appointment of the commission and their decision to give every class of employee a chance to be heard. As a central accounting postmaster it has been my privilege to personally interview district postmasters as to the extent of their work, and I have found that a more loyal set of men and women can not be found. I have also observed that their desire to do the right thing has grown into a fascination for the Postal Service that grows and grows until it becomes a part of the very life. These are that postmasters for whom an especial appeal is made at this time, and I feel it my duty as an officer of the National Association of Postmasters to bring to your attention a well-known fact, and that is that postmasters of the lower classes are underpaid. It is sincerely hoped that these faithful servants will be given consideration.

I would feel ungrateful indeed if I were to forego an opportunity to commend and recommend for consideration the employees of the Postal Service. I feel especially favored, because of the loyalty of the employees in my office. I have endeavored to create for them the very best of working conditions. In this I feel I have succeeded. I have secured the maximum salary for one of them, but I feel that this maximum should be raised. I am convinced that the present standard of salaries does not appeal to them, and if present conditions prevail it will only be a short time until the best men will leave the service. The loss of faithful and efficient employees means that it will have its effect upon the morale of the service and eventually border on demoralization, to say nothing of the unfairness to men who have given their best years to the service.

In the Harrisburg, Pa., post office we are to-day transacting a postal business of over \$700,000 annually; a money-order business running into the millions. We are required to handle war savings and revenue stamps, both of which entail additional financial responsibilities upon the office. This office has connected with it a subagency for the distribution of stamped envelopes and postcards and also distributes general supplies to almost 1,000 offices in the State of Pennsylvania. The superintendent of mails and the superintendent of finance receive salaries of \$2,400 and \$2,200, respectively, while the other employees receive salaries on a graduated scale below these two officers. Even distributors are required to study and memorize thousands of post offices, for which they receive a salary of \$1,500. These salaries do not begin to compare with those paid outside the service.

Reference to the files of the Civil Service Commission will reveal the fact that it is almost impossible to recruit sufficient eligibles to keep the Postal Service supplied with classified help, and this is due to the present low standard of wages paid in the Postal Service.

I trust the commission will not think I have tried to inject outside matters into the proceedings of to-day. Reference to the men who make the service possible is made out of a spirit of fairness and duty on my part, and as they, after all, are the machine that controls the great Postal Establishment.

In conclusion, I beg to say that in my opinion the general wage standard of the Postal Service should be advanced on an equal basis with wages paid in the commercial world for like quality and quantity of service.

STATEMENT OF MR. R. B. SMYER, POSTMASTER, BIRMINGHAM, ALA.

Mr. SMYER. Mr. Chairman and gentlemen of the commission, I will not reiterate but very little. The ground has been covered pretty thoroughly, but I wish to state that I am here in a representative capacity of the first-class postmasters of Alabama. I have no speech that would affect my own conditions or my own salary, but I do believe that the commission should give serious consideration to a revision of the basis on which salaries are computed to first-class post offices as between \$100,000 and \$500,000. I believe it is inadequate for a number of postmasters of the first class, the receipts of whose offices are less than \$500,000. I have several offices in view that I am sure the compensation is inadequate. These gentlemen are as busy as I am, perhaps. Their responsibility isn't so much. Our office is a depository and distributing office for the State, with total receipts of \$23,000,000. It is a subagency. We pay off about twelve to fourteen hundred rural carriers there, and the responsibility, of course, at the larger offices is much greater. Nevertheless, the pay is much greater, and I do not believe that the postmasters of the first class, whose receipts now are between \$100,000 and \$500,000, are receiving adequate compensation. There may be cases in which they are, but in the majority of cases they are not.

Now, there is another class of postal officials that I think the commission should and will give due consideration to, and that is the supervisory officers. The clerks and carriers have had some consideration from time to time, which was just and proper. Perhaps they will have more, which will be just and proper, but the supervisory officers in these large offices I do not believe receive adequate salaries, because they are technical men—men of ability and men of experience—and the success and efficiency of the Postal System rests on them. Now, then, if you have competent, thoroughly informed, and honest, interested supervisory officials, you have a more efficient clerical force and a more efficient carrier force.

Then, as to the central accounting offices of the third class, I am sure the commission has been thoroughly advised about. I have one concrete case in view, in which a friend of mine is the postmaster, in a small town—county seat. I believe his salary was a thousand dollars. They put upon him the central-accounting office. I think that they gave him \$14 a month clerical hire. He told me during war-savings campaigns he worked his wife and 16-year-old daughter, together with himself, 8, 9, and 10 hours a day to get by. He offered his resignation, after which the department said to him, "We will

relieve you of that central-accounting business," and they have done it.

That, of course, is only one case, but there are many cases in which these third-class postmasters are working their cousins and uncles and aunts and all the children they can gather round them. These gentlemen, ought to be taken care of in some way.

No; I have nothing to say about Birmingham, except to say that we have not been up against it like some offices as to the employment of help. We have had an adequate force and the department has been gracious enough to take care of us within its limitations as much as possible and we have been getting along pretty well down there. We have not had a temporary in my office in six or eight months and we can get all the help we want. The trouble is this: They are of the class of people that are offering for examinations that I would like to see. By and by I am afraid that the efficiency of the office that must depend for its work upon the clerk that enters to-day or to-morrow or next year and for leadership of supervisors and for efficiency in every branch will be affected. For this it must depend upon the civil-service lists that are given you to-day.

Senator McKELLAR. How many employees have you in your office?

Mr. SMYER. About 225.

Senator McKELLAR. How many colored?

Mr. SMYER. About 40. We have no colored clerks at all. There hasn't been any in years and years. My predecessor, a very able postmaster and a decidedly good business man and a very prominent Republican down there, had the good judgment to know that he could not mix them very well as clerks, and therefore he eliminated all the colored clerks, and I followed his precedent.

Senator McKELLAR. How do you use them?

Mr. SMYER. We have about 40 carriers out of 90 who are colored. I would be glad to answer any other questions the commission sees fit to ask.

Senator McKELLAR. What do you think would be a fair increase for your office?

Mr. SMYER. I am pretty well satisfied. I think it is a little inadequate just now, but that is a temporary condition, but I want to say this: I do not believe the commission will go off on a tangent and conceive that the postmaster of 10 or 15 years ago is the same as the postmaster of to-day. The postmaster of 10 or 15 years ago had almost a sinecure, but the postmaster of to-day is a business man and a busy man. I do not suppose there is a postmaster in your presence here to-day that does not put in more hours than any of his employees. I am satisfied that this is the prevailing rule. It is like it was in Congress 10 or 15 years ago; you were elected to Congress and you came up here and gave three or four months a year of your time to that. It was the same way with the postmaster 10 or 15 years ago. He practiced law, carried on a mercantile business, and everything else except run a post office. He was the executive head, but not the working executive head.

Mr. STEENERSON. Just right there. I have been in Congress now going on 17 years, and I am familiar with the postmasters of the ninth congressional district of Minnesota and some other parts of Minnesota, and during all that time the postmasters of the first, sec-

ond. and third class obeyed this same rule of the department, that they should give their own time to the duties of the office.

It was a rule of the department at least 14 years ago, and it was complied with, and I do not believe there is any difference, so far as personnel is concerned, in the post offices in that district from what it was at that time—10 or 15 years ago—and I do know that in that district to-day there is one postmaster that is practicing law, and that never occurred before. I don't think you ought to make comparisons of things you don't know about. The postmasters are pretty active in that part of the country, anyway.

Senator McKELLAR. I know of one in Memphis; the gentleman who held the office prior to the present incumbent—not the one immediately prior; there was one who held it a short time and died, but practically the one before the present incumbent. He had a very large dental business, and he devoted a great deal more time to the dental business than he did to the post office, and he made a good postmaster, too.

Mr. SMYER. I did not know that the eight-hour rule was in effect at that time. I thought it was largely left to the postmaster as to the amount of time he put in.

Mr. STEENERSON. The law required a postmaster to give personal attention to his office as far back as Roosevelt's time, anyway.

The CHAIRMAN. We will now hear from Mr. F. S. Myers, of Portland, Oreg.

Mr. SELPH. Pass Mr. Myers, please, Mr. Chairman.

The CHAIRMAN. Then we will take Mr. Wise.

Mr. SELPH. Pass him, too.

The CHAIRMAN. Not here, either? Mr. Lambright, of Tampa, Fla. He seems to be absent. The next man is Mr. Morrissey, of Bloomington, Ill.

STATEMENT OF MR. M. M. MORRISSEY, POSTMASTER, BLOOMINGTON, ILL.

Mr. MORRISSEY. Mr. Chairman and gentlemen of the commission, it would be almost a complete duplication would I enter into any of the questions that have been brought up or raised by the postmasters who have preceded me. I practically agree with all they have said, and am a part and parcel of the brief that has been filed with this commission, and I only come before you at this time to say a few words in support of the written brief. Ordinarily I did think it would require about an hour or two of your time, and I had prepared myself with facts and figures, as well as adjectives, to use up that amount of time, but under the circumstances I expect to make a bid for your gratitude by being extremely brief.

I am an emissary of the postmasters of the State of Illinois; that is, of three classes of them. You probably have among your files the resolution that was passed at the last convention of the Illinois postmasters, and it contains what we hope to get. The purpose of coming before you personally was to lay stress on our present conditions and submit ourselves to cross-examination by this honorable body. I find that it is not necessary to enter into any great amount of details and, as promised, will not. However, a number of points have been

touched on, and I want to say to you that I am strongly in favor of additional pay in some form for the second and third class postmasters. I am also in favor of an increase for the employees of the departments of the offices, and especially a substantial increase for the substitutes. As I see it, 40 cents an hour hardly touches any form of labor now, so that is where I stand on the proposition of increase of the others who have been before this commission.

I have also, to some extent, been giving my own self, my position in the community, the job, this office, some consideration, and have compared it with my predecessor, who served 14 years as postmaster. I think in all that time he received about \$300 of an increase. He was a first-class gentleman and was a competent postmaster. There wasn't any doubt about that. Now, then, nobody complained about his salary of \$3,400 a year. There was no complaint from the business interests; there was no complaint from the Post Office Department; there was no complaint from the executive or legislative branches of the Government, and when I went into office I went in under the same conditions, with the same salary, and with the same feeling that he had at that time. It was the salary I should receive. It was considered just an ordinary and fair salary. Nobody thought it was too much, nobody said it was too small, and I still receive that same amount. Under the system it will take many thousand of dollars to give me a yearly increase of \$100, and the home thought that I have conjured up in my mind, gentlemen, is that I am not worth more money now than I was five years ago. With the present as well as the future conditions facing us, I have been practically cheating the Government out of \$1,700 per year for the last four or five years.

If you want to take up the questions that have been brought before you, and which you know more about than I do, the question of the purchasing power of the dollar, I think the distinguished gentleman from Tennessee said it was about 53 cents. If I got \$3,400 then and am not now considered to be worth more at this time, somebody has been cheated, and if I continue in office at this time, as I probably will do regardless of what you gentleman may say or do, then I might be cheated, and I do not think you gentlemen want to cheat anybody, because I will not cheat the Government, and that is, as before stated, the thought that has come to my mind. So I will ask in giving this matter your consideration that you will consider every branch and every form of human endeavor in which men engage and compare it with ours and see whether or not we are asking anything that is unfair.

The idea of official dignity or exclusiveness is wholly repugnant to the work of the Postal Service. A properly conducted post office works to serve its patrons with the same spirit it would if there was another post office across the street competing for business. The salary of the postmaster should be established at a standard to attract successful business men. The functions of the Pension Department should not be invaded by the Post Office Department. No man should be made postmaster unless he is capable of successfully managing any general business in his community. No man whose other business or interests take up his mind or time should be appointed postmaster. Concentration of mind on the problems of the service unhampered by interests that are more vital personally is absolute:

necessary to the full performance of the business of the postmaster. Eight hours' service daily according to our agreement is of little value if this eight hours is used as a rest period or for the consideration of weighty personal interests. The salary schedule as now established encourages postmasters to look upon it as a pension and to devote their time and talents to other work that will bring an added compensation. No man, even a postmaster, will long continue to give an employer a dollar's worth of service for 50 cents. He will either be a 50-cent man or he will split his talents.

A first-class post office of the lowest kind needs a \$5,000 man to run it. If he does not get that salary, somebody is being cheated and it is as likely as not to be the Government. Congress has the authority to fix postal salaries and to fix postal rates. It is wholly within the judgment of Congress to decide whether or not there shall be any correspondence between them. It would be manifestly unfair to fix postal rates so low that they do not bring sufficient income to pay adequate salaries and then to urge the insufficiency of the income as a deterrent to increase the salaries. Mail free of postage, newspapers free in country, these with flat-rate postage create a loss which must be met by higher postage or taxation. It is clearly not just for Congress to levy the loss on the comparatively few of our citizens who are employed in the Postal Service, they being a public necessity. The deficit should be made up by the public. Inequality of taxation is repugnant to a democratic form of government, and the citizens who are now bearing the burden of the postal loss ask that it be shifted onto the broader shoulders of the general public.

The schedule of salaries now followed was made in 1883 and is fully covered by our written brief and argument, as is also the high cost of living.

The postmasters of Illinois stated in their resolution that they thought they were entitled to a 50 per cent increase. I voted for the resolution and am still for it. Now, then, whether or not you gentlemen may think the same as we do is another question, but whatever amount you decide on will be gladly and graciously received. I think that we are entitled to some little consideration under the present conditions because, gentlemen, I frankly believe they will continue for some time.

I thank you.

STATEMENT OF MR. C. U. STONE, POSTMASTER, PEORIA, ILL.

Mr. STONE. Mr. Chairman and gentlemen of the commission, there are several considerations in reaching a basis of salary adjustment that should not control, and I will mention these. First, as suggested by the questionnaire, is the amount of money upon which a person is able to exist. Questions are propounded to ascertain whether employees have suffered hardships during the year. I feel that the salaries of employees, supervisory officers, and postmasters should be such as to attract ambitious, industrious, energetic, capable, honest persons, and such persons are not attracted when you offer them merely an existence. Nowadays people are not under the necessity of being content with a mere existence in any line of employment. A person entering the Postal Service, in any capacity, desires to save a little, desires to buy a home and look forward to the time

when he can educate his children, and unless he can see such prospects ahead he doesn't enter the service. What will attract persons who will build up the service, who will improve the service and add to its efficiency should be considered, rather than what they are able to exist upon. Second, I think the salary should go with the job, so as to attract the most capable and experienced person for the job.

One of the questions was as to the salary that persons had received prior to accepting a position as postmaster or other office in connection with the Postal Service. If that plan were followed there could be a grading down all the time. The salary should be attached to the job, and then there should be such rules and regulations that will get persons who measure up to the job. The salary should be somewhat commensurate with what persons in private industries get for similar work. There may be a certain prestige in connection with being a postmaster, or having any other position in the Postal Service, but that should not work to too great a disadvantage in a financial way.

The postmaster should give all of his time to the service; he should think of that solely, and if he does that, he should be properly compensated. The practice was—pretty generally in the territory where I am acquainted—prior to a few years ago for the postmaster to have some other line of employment, to practice law or continue his work as a merchant, or in some other capacity. That is practically impossible now, even if the postmaster were so inclined, and it should be impossible. The postmaster should give his entire time and should be compensated for that time. These several considerations should apply equally to all persons employed in the Postal Service, not merely to postmasters. If the service is to be improved and developed persons of character and brains and experience must be attracted to the service. Now, with the steadily decreasing value of money because of the increasing cost of living, a less capable class of people than formerly are being attracted. As to the clerks and carriers, we have not had in Peoria one man on the eligible list for the past two years that would consider an appointment.

Senator STERLING. You mean by that men furnished by the civil service?

Mr. STONE. Yes, sir. A number have got in line, but when called upon to consider an appointment they always had something better in view. Peoria is an industrial community and persons who are unskilled can go to the factories and get employment at thirty-five or forty dollars a week, and it is impossible to get men to enter the Postal Service at a thousand dollars a year. I think it will be almost equally impossible to get them to start at twelve hundred dollars, but probably the two promotions within a year will be sufficient to induce them. During the past two years it has been necessary to appoint women altogether. They have performed exceedingly well the work to which they have been assigned. There has been some ill feeling among the men for the reason that women have been given preferred work and day assignments. The men think women should take shifts of night work in handling the mail. I think that should be cared for by giving increased compensation or making shorter hours for the men who work at night, and some

consideration for the men who handle the technical work, such as the distribution and dispatch of mails.

Senator STERLING. How many men do you employ in your office?

Mr. STONE. One hundred and thirty-seven altogether.

Senator STERLING. That includes the entire force, men and women?

Mr. STONE. Yes, sir.

Senator McKELLAR. What does your office pay?

Mr. STONE. Five thousand dollars.

The CHAIRMAN. Now, we will hear from Mr. Higgins, of Bloomfield, N. J.

STATEMENT OF MR. E. F. HIGGINS, POSTMASTER, BLOOMFIELD, N. J.

Mr. HIGGINS. Mr. Chairman and members of the commission, I just wish to speak on two subjects brought up here to-day, one of which is in connection with the retirement of the employees in the Postal Service. I feel if it were taken into consideration that a man who is in service 25 or 30 years should receive some recompense, it would help the service considerably. I have a case in my town of a carrier in whom I am interested. He is practically blind and I have tried to do everything to help him. His wife died last Sunday, and he is practically destitute, except for his position. He is a collector in the New York office and through the courtesy of a man who drives on the wagon with him he is able to collect the mails.

The other question I had in mind is with regard to the work of the postmaster——

Senator STERLING (interposing). Right here, with regard to the retirement feature, I would like to ask whether you think the employees in your office would be willing to contribute something for the purpose of a retirement fund.

Mr. HIGGINS. I think they would. The other question is regarding the work of the postmaster. In my office I do most of the typewriting myself; I take care of my own quarterly reports and those that are submitted to the department, and I find that it takes all my time, and more than eight hours, to do it. Many times it means Sunday work. The question was raised that, perhaps, the assistant postmaster does more of the work than the postmaster, but I find that in a great many cases in New Jersey the postmasters devote all their time to the work.

STATEMENT OF MR. M. KERLIN, ASSISTANT POSTMASTER, WASHINGTON, D. C.

Mr. KERLIN. Mr. Chairman and gentlemen of the commission, Mr. Chance, the postmaster at Washington, is absent from the city on official business of the Post Office Department, but prior to leaving he asked me to represent him before this commission and present certain information showing that the Washington post office should be given special consideration if the salaries of the postmasters and supervisory officers are to be determined on a percentage of the receipts of the respective offices. Mr. Chance is in favor of an increase in salary for postal employees and supervisory officers, but

just what that increase should be he feels satisfied to leave to the wisdom and discretion of the commission, believing that the information you have obtained will enable you to determine this question equitably.

It is understood that the consensus of opinion is in favor of predetermining the salary of a postmaster on the receipts of his office and the compensation to supervisory officers on a percentage of the postmaster's salary. This would appear to be the most equitable and just method. However, in the case of the Washington post office, the quantity of mail handled which is not revenue producing is much greater than that on which postage is paid and, therefore, any calculation based upon the receipts of the Washington office does not furnish a fair, just, and equitable basis for the determination of the salary of the postmaster nor the supervisory officers.

The Washington office is the medium for the distribution of not only the official correspondence and printed matter of the Government but also for all kinds of supplies for governmental business, comprising internal-revenue stamps, postage stamps, and stamp envelopes, drawings, blue prints, public documents, scientific instruments, chemicals, samples of soils, etc., pouches, mail sacks, and locks, twine, and official supplies, such as stationery, envelopes, pencils, ink, rubber stamps, tubs, scales, etc. This character of mail is of such weight and size as to render it difficult to handle and is widely scattered as to destinations.

The Washington office is also a clearing house (or terminal office) for the distribution of circular and parcel-post mail for certain Southern States, the mail being concentrated here for distribution from other post offices and railway post offices throughout the country. Such terminal work in itself involves the employment of from 75 to 100 clerks daily; but as no revenue accrues to the Washington office from this mail it is only just that due allowance be made for the supervision thereof, particularly as the work is highly technical and necessitates the employment of a large number of trained distributors.

Free mail is that which is received, transported, and delivered by the postal establishment free of charge to the sender. Obviously, as Washington is the seat of the United States Government, a great deal more of such mail passes through the Washington office than any other post office, and the following analysis deals with only such of that mail as is particularly applicable to Washington. Free mail is comprised of two principal groups, namely, frank mail and official penalty mail. Frank mail is legislative free mail, obtaining its name through the requirement that the Senator or Representative shall write his name or frank on the envelope, while official free or penalty mail is that matter on the envelope or wrapper of which appears a statement of the penalty prescribed by law for its improper use. There is also a small quantity of certain free mail which Congress has authorized private persons or institutions, either in consideration of valuable public service or in pursuance of an established public policy, to send through the mails free of postage.

The principal items coming under the heading of frank mail are as follows:

1. Mail to any Government official, or to any person, on official or departmental business, sent by the Vice President of the United

States, Senators, Representatives, Delegates, and Resident Philippine Commissioners. The free-correspondence privilege commences with the date of election of Senators, Representatives, etc., and extends, with the free document and other privileges, to the 1st day of December following the expiration of their terms, while the free-mailing privilege for seeds continues for a period of nine months from the expiration of their terms. (Act of Apr. 28, 1904, 33 Stat. L., p. 441; P. L. & R., sec. 492.)

2. The Congressional Record, or any part of it, or speeches or reports contained in it. (Act of Mar. 3, 1875, 18 Stat. L., p. 343; 1 Supp., p. 70; P. L. & R., sec. 491.)

3. Public documents printed by order of Congress. (Act of Jan. 12, 1895, 28 Stat. L., p. 622; 2 Supp., p. 562; P. L. & R., sec. 490.)

4. Seeds received for distribution from the Department of Agriculture. (Act of Mar. 5, 1875, 18 Stat. L., p. 343; 1 Supp., p. 70; P. L. & R., sec. 491.)

5. Public documents mailed by the Secretary of the Senate and the Clerk of the House of Representatives. (Act of Jan. 12, 1895, 28 Stat. L., p. 622; P. L. & R., sec. 506.)

Senators, Representatives, etc., are furnished with a limited number of the documents printed by order of Congress, and they must pay for printing all copies ordered in excess of such quotas, while the envelopes for mailing them, with the congressional frank appropriately entered, are furnished to them free at public expense.

Official penalty mail and personal free mail include the following matter:

1. Letters, packages, or other matter relating exclusively to the business of the Government of the United States. Generally this includes all the mail of the Government departments, bureaus, and independent Government establishments. (Act of Mar. 3, 1877, 19 Stat. L., p. 335; 1 Supp., p. 136; P. L. & R., sec. 496.)

2. Official mail sent from the Smithsonian Institution. (Act of Mar. 3, 1879, 20 Stat. L., p. 362; P. L. & R., sec. 496.)

3. Official mail of the Pan American Union, formerly the Bureau of American Republics. (Act of Feb. 20, 1897, 29 Stat. L., p. 590; 2 Supp., p. 558; P. L. & R., sec. 512.)

4. Official correspondence of the Superintendent of Public Documents. (Act of Jan. 12, 1895, 28 Stat. L., p. 611; 2 Supp., p. 352; P. L. & R., sec. 496.)

5. Official correspondence of the Joint Committee on Printing relating to the Congressional Directory. (Act of Jan. 12, 1895, 28 Stat. L., p. 617; 2 Supp., p. 357; P. L. & R., sec. 496.)

6. Mail relating to the census, and that addressed by any person to the Census Office or to any census official. (Act of July 2, 1909, 36 Stat. L., p. 10; P. L. & R., sec. 498.)

7. The replies of all persons from or through whom official information is desired, covering such information only. (Act of July 5, 1884, 23 Stat. L., p. 158; 1 Supp., p. 468; P. L. & R., sec. 496.)

8. Official correspondence relative to the Postal Service addressed to postal administrations of all countries, known as mail "Free under convention." (P. L. & R., sec. 517.)

From the special weighing of mail in 1907, the Washington office ranked sixth in the weight of mail handled, the only offices surpassing it being New York, Chicago, Philadelphia, St. Louis, and

Boston, and it is conceded on every side that the free matter handled at the Washington post office has increased at more than the average and normal rate. Official cognizance was taken by the Post Office Department of the vast volume of free matter handled at the Washington post office as in the report of the Postmaster General for the fiscal year 1907, the statement appears that "the several departments and bureaus of the United States Government furnish about 77 per cent of the business of the Washington post office." In recent years the number of Government establishments in this city have increased and those departments, bureaus, etc., then in existence have expanded and enlarged. This increase in Government functions has greatly exceeded the increase in business and commercial activities in Washington, and it is conservative to state that even a greater percentage of free matter now passes through the Washington office. If we assume, however, that only 75 per cent of the mail is free, then the annual receipts for 1919 of \$3,755,812.90 represent but 25 per cent of the matter handled in this office, and in the event postage could have been collected on the entire amount, the receipts of the office would have been four times as great, or \$15,023,251.60.

Statistics last taken of the weight of free matter show the following:

Year:	Daily average pounds.
1907.....	58,500
1915.....	78,147
1916.....	98,888
1917.....	100,000

The weighings of free mail were discontinued in 1917; hence, no exact information is available for present conditions, but it is conservatively estimated that 200,000 pounds, or 100 tons, of free mail pass through the Washington office daily.

It is not believed that prewar conditions will ever obtain again in Washington. At least the quantity of mail handled by the Washington office does not show any decline, but on the contrary a steady normal increase. In substantiation of this I might state that the receipts of the Washington office for the month of September, 1919, amounted to \$281,551.63, which was an increase of 52.01 per cent, as compared with the receipts of September, 1917, a month before the increased postage rate became effective. The September, 1919 receipts, compared with the August, 1919, receipts, show an increase of 17.17 per cent.

The following statement of various items for the calendar years 1917 and 1918, and the first nine months of 1919, are instructive:

RECEIPTS FOR THE CALENDAR YEAR.

1917.....	\$2,483,443.00
1918.....	\$3,723,705.70
January-September, 1919 (9 months).....	\$2,538,968.00
Number of letters canceled:	
1917.....	139,536,987
1918.....	215,114,890
January-September, 1919 (9 months).....	161,840,900

Year.	Pouches dispatched.	Pouches received.	Sacks dis- patched.	Sacks re- ceived.	Parcel-post packages delivered.	Special delivery packages delivered.
1917	141,525	172,999	1,089,240	363,099	680,321	777,639
1918	214,646	266,765	2,694,653	581,125	1,168,584	1,493,584
January-September, 1919.....	166,253	180,639	1,736,809	466,789	1,029,883	924,567

It will be observed that the receipts for the first nine months of 1919 are greater than the receipts for the entire year of 1917, and that the mail handled during the first nine months of this year exceeds the amount handled for the entire year of 1917.

By reference to the annual report of the Postmaster General for the fiscal year ended June 30, 1918 (the report for 1919 has not been issued), it will be seen that the actual receipts for the Washington office for that year, which were \$3,085,193.12, were greater than the receipts for all the post offices in any of the following-named 20 States: Arizona, Arkansas, Delaware, Florida, Idaho, Maine, Mississippi, Montana, New Hampshire, New Mexico, Nevada, North Dakota, Oregon, Rhode Island, South Carolina, South Dakota, Utah, Vermont, West Virginia, and Wyoming. Some of these States have offices at which the postmasters receive a salary of \$6,000. In fact, it shows that the total receipts of all post offices in Delaware, Nevada, New Mexico, and Wyoming amounted to only \$2,987,047.05, which is less than the receipts of the Washington post office. In those four States there were 1,307 postmasters whose compensation amounted to \$536,294.60 (this should be compared with the \$6,000 salary of the Washington postmaster), and the cost of the city delivery service was \$186,864.17, making a total cost of \$723,158.77, as compared with a total cost of similar items at this office of \$523,281.69. Information regarding the cost of clerk hire in those four States is not available to the Washington post office.

The last registered mail statistics of the various large post offices made public by the Post Office Department were for the fiscal year ended June 30, 1916, and they showed that the registrations, both paid and free, at the Washington post office were 1,204,296, and that this office ranked sixth in the United States in the number of registrations. During the year ended June 30, 1919, there were 2,484,526 registrations, an increase of over 100 per cent since 1916. No statement is available concerning other offices for 1919, but it is not believed that any other office can show the same rate of increase.

The arguments above submitted indicate that the Washington office should be given credit for \$15,000,000 annual receipts. This would place it in the class with New York, Chicago, Philadelphia, Boston, and St. Louis, where the salary of the postmasters is now \$8,000. The receipts for the year ended December 31, 1918, for those offices were as follows:

New York	\$41,412,081
Chicago	32,865,303
Philadelphia	12,320,092
Boston	10,563,144
St. Louis	7,141,330

The machine cancellations for the last calendar year for the Washington office were 215,000,000, which, at the 3-cent rate of postage, would have resulted in a revenue of \$6,450,000, without taking into consideration receipts from second, third, and fourth class mail matter; a tremendous volume of registered matter, and thousands of sacks of free mail, such as documents, pamphlets, seeds, etc. It thus made quite apparent that the Washington office is entitled to classification among those offices listed above.

There is one item of work of which an accurate comparison may be made with the similar operations of these other five large offices, and that is money-order transactions, which comparison substantiates the claim that the Washington office should be classified with the five offices. In the comparative statement of the Auditor for the Post Office Department for August, 1919, Washington is listed No. 3 on the statement, having paid more money orders than Boston, Philadelphia, and St. Louis; in fact, about 85 per cent more than St. Louis. The only offices at which more orders were paid were Chicago and New York. In the total money-order transactions, both paid and issued, however, the Washington office stands No. 4, being surpassed by Chicago, New York, and Boston, but not by Philadelphia nor St. Louis.

Office.	Paid.	Issued	Total
Chicago.....	2,619,250	182,579	2,801,829
New York.....	1,249,602	249,354	1,498,956
Washington.....	266,467	47,910	314,377
Boston.....	245,600	128,502	374,102
Philadelphia.....	189,485	90,135	279,620
St. Louis.....	142,476	39,594	182,070

Money-order transactions for six months of this year, compared with similar transactions for the same months of 1914, show an increase of 300 per cent.

As a precedent for this special classification of the Washington office, I would call attention to the fact that on March 3, 1883, by an act of Congress it was provided that the salary of the postmaster at Washington should be fixed at \$5,000, it being appreciated at that time that the majority of the mail handled in the Washington office was free matter. Then the receipts of the Washington office were less than \$300,000, and under the act of March 3, 1875, which provided for the determination of postmasters' salaries on a basis of the receipts of each office, the salary of the postmaster at Washington was \$3,750. The receipts of the office did not reach the point where the salary of \$6,000 was warranted until the fiscal year 1899, and as a result the act of February 7, 1900, provided that the salary of the postmaster at Washington should be determined upon the same basis as the salary of the postmasters at other offices. This automatically increased the salary of the postmaster at Washington from \$5,000 to \$6,000, inasmuch as the receipts at that time were over \$600,000. The actual receipts of the Washington post office at the present time, at the rate of postage, will amount to about \$3,500,000, or six times as much as when the salary of the postmaster was advanced to \$6,000.

It would be a difficult matter to list the additional work which has been placed upon the Washington office since the salary of the post

master was increased to \$6,000 in 1900. However, some of the new work assigned to the Washington office in the past five years, which is fairly representative of the entire period, follows:

1. The Clarendon and Cherrydale, Va., post offices were made branches of the Washington post office and city delivery service established thereat. The Seat Pleasant, Md., post office was discontinued and a station of the Washington post office established at that point.

2. The establishment of a Government-owned auto service in lieu of contract screen-wagon service. There are now under the supervision of the Washington post office 89 trucks and 85 employees.

3. Additional terminal work in the distribution of mails, which necessitated the assignment to this office of 75 additional employees.

4. The shipment by the Treasury Department of currency by registered mail which formerly went forward by express.

5. The establishment of Washington as one of the terminals of the Air Mail Service.

6. The shipment and delivery of moving-picture films by parcel post. These films formerly were handled by express, but we now have a special service, including special automobiles making collection and delivery of these films.

7. The sale of war-saving stamps through the post office. During the last calendar year this office sold \$2,318,651.43 worth of war-savings stamps.

8. The establishment of the Washington office as a terminal for the rural motor-vehicle truck service.

9. The establishment in the Washington post office of the electrical accounting branch in connection with the report of paid money orders. This work was formerly done in the office of the Auditor for the Post Office Department. In January, 1914, the Washington office paid \$8,456 money orders, amounting to \$353,107.30. In August, 1919, the office stood No. 3 on the list, with 266,467 paid money orders, amounting to \$2,414,270.46. This is in accordance with the report issued by the Auditor for the Post Office Department.

(Mr. Steenerson submitted a statement by Mr. E. A. Purdy, postmaster, Minneapolis, Minn., as follows:)

STATEMENT BY MR. E. A. PURDY, POSTMASTER, MINNEAPOLIS, MINN.

UNITED STATES POST OFFICE,
Minneapolis, Minn., October 10, 1919.

HON. HALVOR STEENERSON,

United States House of Representatives, Washington, D. C.

MY DEAR CONGRESSMAN STEENERSON: As time and the condition of my finances will not permit my journeying to Washington to appear before the commission in my capacity as first-class postmaster, I take the liberty of presenting a few of my ideas concerning the fixation of salaries for postmasters of this class.

It would be folly for a postmaster receiving \$6,000 to claim that he could not live within his salary.

However, in a city of several hundred thousand inhabitants, with a post office employing nearly a thousand people, the position of postmaster should, in my opinion, be considered of sufficient importance to demand the selection of a man who measures up to the standard set by private institutions of the same city for their chief executive and administrative officers.

A postmaster is essentially a business man, and a business man's ability and standing in the community are measured by the amount of salary or income he commands. In this day and age when assistant cashiers, factory superintendents, floor walkers, department-store buyers, and who not are receiving salaries

of \$6,000 and over it is rather difficult for us to confer and advise with them on affairs and on an equal footing who have employees under them getting more than a postmaster.

The position of postmaster, with its present salary and insecurity of tenure, is attractive either to the man who desires "recognition" and whose chief interest is to "grace" the office or to one who never earned as much in his life before and looks upon the office as a "soft" thing.

In either case it becomes a sinecure, and the service suffers. There isn't an institution upon which the welfare and happiness of a community to a large extent depends than upon the post office. There isn't an institution where proper or improper administration will be so quickly reflected in service rendered. The Government, then, afford to give, and should the people be expected to receive anything but the best talent that can be secured to fill so important a position and one so necessary to their well-being?

A postmaster must serve in a dual capacity.

First. As the chief executive of a large business institution.

Second. As the Government's representative in the civic and social life of the community.

To act in the first capacity you must choose a man of education and practical business experience. His knowledge must cover the handling of large numbers of men and great amounts of detail. He must be possessed of initiative and of a personality which will be reflected in the attitude his employees take toward the public and in character of service rendered.

To act successfully in the second capacity he must be a gentleman of refinement and culture, and with a standing in the community that will permit him to be received without question among respectable and successful people of the community.

It is a combination that is hard to find in one individual. Professional office seekers won't do, neither will the small-caliber business man. You must look for your material among the "comers" in the business world, and you have not enough to offer in a \$6,000 salary and limited tenure to attract them, regardless of the fact that it is a distinct honor.

You might well ask, "How about the postmaster at Minneapolis? Do you consider that you are successfully filling the position and to the satisfaction of the people of Minneapolis? Do you class yourself as a small-gauged business man unable to make as much any place else, or have you independent means that permit you to do this work at a salary that otherwise wouldn't be an inducement?"

In reply I would say this offer came to me shortly after I had launched my business for myself, upon completion of my college course. I had built from nothing a satisfactory publishing business, which was paying me a great deal more than the post office offered. I figured that my business would get along with such attention as I could give it outside of my regular duties as postmaster, and I would be that much ahead.

It didn't take long to disabuse my mind of the fact that this was an impossible arrangement and by the time I awoke to the realization my own business had suffered to such an extent that it seemed imperative that I should make postmastering my principal business.

As a matter of fact the requirements of the position were so exacting that I found I had no time for anything else, and the fascination of the work had taken such a hold of me that I rather resented any demands which called me away from my post-office work.

I have been able to live very comfortably on the income provided, but have not been able to contribute as a citizen in my position should have done. As to whether or not this community is pleased with the service that it is receiving is for others to judge. Some idea may be gained from responses to the First Assistant Postmaster General's recent questionnaire.

But when my term of office ends, as it must sooner or later, I will find myself in a position where it will be practically necessary for me to start over again, and with my best years given to the Government at a salary, which, considering the demands made upon me, has not permitted the accumulation of a surplus.

My predicament finds a parallel, I am sure, in the experiences of other first class postmasters throughout the United States. I make the personal allusion only as an example.

Where formerly a postmaster's income might have been augmented by outside interests, there is little opportunity for this at present.

Under the present plan of organization and by the department's orders, the position requires the constant and undivided attention of the postmaster, who

has become the real head of the institution. The job is big enough to take everything he has to give it and will leave him time only for such amount of public service as every good citizen is called upon to render, and here again much is expected of a postmaster.

I would therefore recommend:

First. Reclassification of post offices on basis of receipts: Class A, \$5,000,000 and over; class B, \$3,000,000 to \$5,000,000; class C, \$1,000,000 to \$3,000,000; class D, \$500,000 to \$1,000,000.

Second. An increase of postmasters' salaries on same basis: Class A, \$8,000 to \$10,000; class B, \$7,500; class C, \$6,500; class D, \$6,000.

My argument for the increase is not that it is necessary to the postmaster's existence, but rather to enable the department to command the services of the best: to insure the Government's representative a standing in the community on a par with other positions of equal importance and responsibility; to insure the incumbent an income commensurate with the numerous demands made upon him.

Third. Creation of a small contingent fund, to be based on size of the office and to be used for emergencies at postmaster's discretion. There are almost as many demands upon a postmaster as there are upon the mayor of the city. Such a fund would, therefore, be desirable and almost a necessity if the postmaster is to contribute to the worthy activities of the community to the extent expected by the public at large.

Yours, sincerely,

E. A. PURDY,
Postmaster.

STATEMENT SUBMITTED BY MR. WILLIAM B. CARLILE, POSTMASTER, CHICAGO, ILL.

Salary of postmaster.....per annum..	\$8,000.00
Bond of postmaster.....do.....	\$250,000.00
Premium on bond.....do.....	\$250.00
Service of present incumbent.....years..	2½
Gross receipts, fiscal year ending June 30, 1919.....	\$35,674,466.79
Annual salary bill.....	<u>\$9,594,733.00</u>

Total number of employees:

Supervisory.....	314
Clerks.....	3,613
Substitute clerks.....	1,876
Carriers.....	2,185
Substitute carriers.....	404
Motor-vehicle service.....	494
Janitors and laborers—watchmen.....	411
Special-delivery messengers.....	320
Clerks in charge stations.....	311
Substitute laborers.....	.29
	<u>9,957</u>

The administrations of the Chicago post office have for many years had the confidence and congratulations of the department for well doing, and little or no criticism from the public. Therefore, upon my incumbency on April 1, 1917, no change was made in the personnel of supervisors, and the organization with the exception of the change in postmasters, has been retained, the supervisory force working well together and gaining in experience with each year, with the usual result, to wit: a far greater efficiency than could have been secured in any other way.

The postmaster of the city of Chicago assumes the responsibility of collection of revenues of vast amount, and the management of one of if not the greatest business organization of the country. He has to meet all sorts of emergencies in the conduct of the service. In the case of the present postmaster exceptional conditions were caused by the declaration of war, and just recently he had to undergo a most severe test due to the recent street-car strike and race riots simultaneously in the city of Chicago, when business almost had to suspend because of inability of a large percentage of the most efficient employees of the office to report for duty, due either to lack of transportation or danger from rioters, and when ways and means had to be devised to get as many of these employees on duty as possible.

The present salary of the postmaster of Chicago was fixed 15 years ago, when the post office did a business represented by gross receipts of some \$10,000,000, since which time the Postal Service has been expanded to include rural free delivery, penetrating the remotest parts of the country; postal savings banks, parcel post, motor vehicle service at Chicago, the establishment at this office of a dead letter branch, making it a central accounting office for the 52 districts of Cook County, and during the war the sale of war saving stamps, Liberty bonds, handling of subscriptions to many and varied war activities and now the sale, handling, and delivery of Army food supplies, all of which have added to the responsibility of the postmaster manyfold and developed a business as indicated by gross receipts for the fiscal year of 1918-19 of \$35,674,466.79 an increase of nearly 300 per cent, and no increase in compensation for the postmaster.

The making of this office a central accounting office has very greatly increased the financial responsibilities, not to mention the postal savings system—bank war savings stamps, and certificates—because of the immense amount of stock currency, etc., necessarily on hand at all times, and amounting to a daily average of approximately \$34,350,000, for all of which the postmaster is held to strict accountability.

The postmasters of large cities are called upon from time to time to entertain visitors, officially, and, as becoming the dignity of his position must necessarily be prominent in affairs, both civic and social, which entails membership in clubs and kindred organizations. Particularly is this true of a city the size and eminence of Chicago. He is continually being called upon for donations both of funds and services, to various causes, to which because of his position he is virtually obliged to contribute.

Frankly, and briefly, the position requires a mode of living in order to maintain the dignity of the office, involving expense for rent, household, entertainment, etc., demanding quite all, if not considerably in excess of the salary received.

Previous to my entrance to the service postmasters were not required to give all of their time to the post office. Many of the postmasters have been engaged in business, and the office demanded but comparatively little of their time. The present Postmaster General, however, before appointment of postmasters has insisted on an agreement by them to give their entire time to the post office work, thus necessarily curtailing their earnings and making them practically dependent wholly upon their salaries as postmasters.

From my own experience in the commercial world I know that the head of any institution even but slightly approximating the business of the Chicago post office, would receive several times the salary of its postmaster. I know, too, that many of the supervisors in the postoffice, if similarly employed in commercial concerns, would have fitting designations, such as business managers, directors, etc., and receive much larger salaries than those which are being paid in the post office.

A glance over the published lists of salaries paid by the city of Chicago and Cook County shows the following:

City: The mayor, \$18,000; his secretary, \$5,000; city clerk, \$5,000; his chief clerk, \$4,000.

Finance department—Comptroller, \$10,000; deputy, \$4,000; chief clerk, \$3,800; treasurer, \$10,000; assistant, \$5,000; chief clerk, \$3,800; collector, \$6,000.

Law department—Corporation counsel, \$10,000; 1 assistant, \$7,500; 1 assistant, \$7,000; 5 assistants, \$5,000; 3 assistants, \$4,500.

Health department—Commissioner, \$10,000; assistant, \$4,500; secretary, \$3,000.

Public works department—Commissioner, \$10,000; deputy, \$5,000; chief clerk, \$3,600; superintendent bureau of streets, \$5,000; superintendent bureau of sewers, \$4,000; engineer, \$8,000; assistant, \$5,000.

County:

Treasurer, \$14,500; assistant, \$6,000; chief clerk, \$3,600; clerk, \$3,000; deputy, \$3,600; chief clerk, \$3,000; superintendent county service, \$6,000; county agent, \$4,500.

These salaries are all exempt from the Federal income tax, while those of the postmaster and postal employees are not, which in itself constitutes quite an item in the comparison. None of the high salaried officials above mentioned has anything approximating the financial responsibility of the Chicago post office.

The salary of a postmaster should comport with his responsibilities, both executive and financial.

At New York and Chicago are the greatest post offices in the country. The salary of the postmaster at Boston, Philadelphia, and St. Louis is the same as at New York and Chicago, \$8,000 per annum—not too much at the three smaller cities, but in comparison all too small at the two larger cities. The postal receipts at New York or at Chicago are three times greater than at any one of the three smaller cities mentioned.

Speaking for Chicago, I now know that the postmaster can not undertake to engage in any other business while he is postmaster, for not only are the legitimate duties and responsibilities of the office demanding all the time even an energetic man can work, but I find he is called upon for counsel and action in many ways not correlated to post-office business. Public meetings and progressive movements and subscriptions of time and money make demands which he is expected to meet, and the citizen who in time of peace does not know that he gets anything from the Government but his mail feels privileged to call upon the postmaster for advice and counsel on matters having no relation whatever to the duties of the postmaster.

The more than 8,000 employees of the Chicago post office require that a large number of supervisory officials be in constant attendance. These officials take and should have much of the time of the postmaster in direction or counsel. There are at present 3,769 bonded officials and employees. The postal receipts at Chicago for the fiscal year ending June 30, 1919, touched the very edge of \$36,000,000. The number of money orders paid was 30,561,403, amounting to the sum of \$208,344,344.32, and the money handled in that department was approximately \$424,109,000. This great business, the transaction of which is governed by the exaction of statutory limitations and departmental regulation, demands not only the full time of the postmaster, but owing to the demands of the public, and private interests too, his earnest study, and such co-operation with the community interests as after careful reflection he can consistently give.

With reference to man power, so to speak, employed in the work of the post office, may I say that with the harnessing of electricity, the fast trains, the multiplication of railroads and junction points, the distributor of mail, especially in the great post offices of the country, must be a well endowed and sufficiently educated man to become a proficient and efficient employee. As has well been stated, "the distributors are the backbone of the service," and their value has hitherto been much underestimated. The savings-bank feature, the zoning of parcel-post and second-class matter, the accounting and turning over in accurate and honest fashion of the revenues of the department, requires that all these employees shall be fit to enter the service, and with their years of experience they, too, are entitled to such promotion in salary from time to time as can consistently be given. I am quite ready to admit, as a business man, that I had no real conception of the demands made upon the post-office clerk until appointed postmaster at Chicago and had through observation and investigation an opportunity to become acquainted with the facts. It should be borne in mind, also, that the post-office man who will become an expert through years of experience in the work and familiarity with the Postal Laws and Regulations, is a valuable man in the Postal Service alone, for if he leaves that service his experience there, especially if he was a distributor, is of no great value anywhere else.

Your committee will, I am confident, act wisely in the case and will make such report to Congress as will adjust fairly the present inequalities throughout the entire Postal Service.

COPY OF LETTER FROM POSTMASTER DOENGES, OF CONNERSVILLE, IND., TO POSTMASTER SPRINGSTEEN, OF INDIANAPOLIS, RESPECTING SALARIES OF POSTMASTERS.

CONNERSVILLE, IND., August 30, 1919.

Hon. ROBERT E. SPRINGSTEEN,

*President of the Indiana Association of Presidential Postmasters,
Indianapolis, Ind.*

DEAR SIR: In reply to the request for my cooperation in the present movement for an increase in the salaries for United States postmasters, I am constrained to say that I am not in sympathy with this action on the part of my fellow postmasters for this proposed increase of salaries.

While it may be assumed that many individuals in any group of men holding public office would be easily convinced that an increase of salary should be obtained whenever possible, I believe it to be the patriotic duty of every postmaster holding his position and commission under the employment of Uncle Sam to resist any demand for an increase of salary at this critical time in the history of the Government, when the great problems of reconstruction and readjustment after the war are the pressing questions of the hour.

While war-inflated prices for the time may furnish a plausible pretext for an increase of salary, such salaries once fixed would continue, notwithstanding the inevitable swing of the pendulum back to normal prices. The postmaster as a group I am convinced can not be depended upon to organize to lower salaries with the normal readjustment of the affairs of the country. (No recorded cases.)

The present salaries of first-class postmasters is far above the income of the great bulk of the inhabitants. The salary of \$3,000, \$4,000, and \$5,000 per year is enough to drive the wolf of want from the door, especially at a time when every patriotic citizen should be serving his Government in helping to restore the more natural equilibrium of business affairs.

The President in his high patriotism and conscientious devotion to the public good has wisely and patriotically admonished the thousands of railroad men who are now receiving wages and salaries far below that of the class to which I belong not to press for a raise of wages while the Government is fighting a strenuous battle to save the public from the evils of that continuous automatic inflation that comes from the unpatriotic struggle to obtain still higher prices and salaries, and that makes each raise a justification for the succeeding one.

When Uncle Sam, in the stress of war, offered the postmasters \$5 for each new Navy recruit, I did my whole duty in providing every obtainable volunteer for that Navy under the Stars and Stripes that so heroically helped to defeat Prussian militarism on European shores and to save free America and modern civilization from the threatened world catastrophe, and I made no charge of \$5 or any other sum against Uncle Sam's overburdened exchequer and I am not inclined to worry along on the salary he paid me monthly in the regular discharge of my duties as postmaster in his employment, and I shall not now make demand for a raise of salary nor attempt for purely personal gain to thwart the President in his patriotic effort to bring the country back to its safer moorings and its more sound and permanent basis.

Very truly, yours,

SIMON DOENGES, *Postmaster*

Mr. SELPH. Mr. Chairman, I believe that concludes the presentation of our case on behalf of the postmasters of the United States, and we desire to express our deep appreciation and gratitude for your patience and the opportunity afforded us.

The CHAIRMAN. I think I represent the feeling of the entire commission when I say we thank you gentlemen for coming here and giving the information that you have and I know the commission will be benefited by it and will be enabled, perhaps, when we come to analyze all these things, to reach a more direct conclusion than we would otherwise have been able to do. Some of you have crossed the continent to come here; others have traveled quite a distance and at quite a little expense, which amounts to something these times, and if we have not given you all the opportunity that you feel you ought to have, it is your own fault, because we were prepared to go on tomorrow, if necessary, to hear everybody who thought they ought to be heard. Of course, we are glad that you have been brief and concise in your statements and I hope you are all satisfied with the opportunity you have had to present your case, and I am sure, as I said, the commission joins me in thanking you for coming.

(Whereupon the commission, at 5 o'clock p. m., adjourned.)

SUPERVISORY OFFICERS, ETC.—RAILWAY MAIL SERVICE

HEARINGS

BEFORE THE

JOINT COMMISSION ON POSTAL SALARIES CONGRESS OF THE UNITED STATES

SIXTY-SIXTH CONGRESS.

FIRST SESSION

FOR

SUPERVISORY OFFICERS AND OFFICE CLERKS OF THE RAILWAY MAIL SERVICE

HELD AT

WASHINGTON, D. C.

OCTOBER 20, 1919

Volume 3



**WASHINGTON
GOVERNMENT PRINTING OFFICE
1919**

JOINT COMMISSION ON POSTAL SALARIES.

JOHN H. BANKHEAD, Senator from Alabama, *Chairman*.

JOHN A. MOON, Representative from Tennessee, *Vice Chairman*.

KENNETH McKELLAR, Senator from Tennessee.

EDWARD J. GAY, Senator from Louisiana.

THOMAS STERLING, Senator from South Dakota.

GEORGE H. MOSES, Senator from New Hampshire.

THOMAS M. BELL, Representative from Georgia.

A. B. ROUSE, Representative from Kentucky.

HALVOR STEENERSON, Representative from Minnesota.

MARTIN B. MADDEN, Representative from Illinois.

CECIL A. BEASLEY, *Secretary*.

ISHAM P. BYROM, *Assistant Secretary*.

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POSTAL SALARIES.

JOINT COMMISSION ON POSTAL SALARIES,
Washington, D. C., Monday, October 20, 1919.

The commission met at 10.50 o'clock a. m., Hon. John H. Bankhead (chairman) presiding.

Present: Senators Bankhead and Gay; Congressmen Moon, Bell, Rouse, Steenerson, and Maddon.

The CHAIRMAN. The meeting is to hear from the supervisory officers and office clerks in the Railway Mail Service. The first on the list is Mr. Frank McFarland.

STATEMENT OF MR. FRANK McFARLAND, SUPERINTENDENT SEVENTH DIVISION, RAILWAY MAIL SERVICE, ST. LOUIS, MO.

Mr. McFARLAND. Mr. Chairman and members of the commission, as chairman of the committee to present to your honorable body a brief relating to a readjustment of salaries of supervisory officials and office clerks in the Railway Mail Service, I wish to assure you of our appreciation and gratitude for the privilege of being heard on a subject of such vital importance to the entire personnel.

The brief that has been put into your hands is commended to your earnest consideration, as it reflects the deliberate judgment of experienced men, selected from among the superintendents, assistant division superintendents, chief clerks, and assistant chief clerks—one from each of the 15 divisions; also 6 others representing heads of departments in superintendents' offices, and office clerks below the grade of assistant chief clerk. Thus we had in conference, preliminary to the preparation of our brief, 21 representative men from all sections of the country, who commissioned Mr. W. S. Felt, of the office of the superintendent at New York; Mr. Christopher Reising, superintendent at Boston; Mr. A. A. Fisher, superintendent at Washington, and Mr. Frank F. McBride, chief clerk at Chicago, to prepare it in accordance with instructions given by the general committee in session. I feel that these gentlemen have done their work well, and have concentrated, in a very few pages, much matter that will be of value to the commission while it is endeavoring to determine what recommendations should be made to the Congress for the establishment of a fair wage for each of the numerous classes of postal employees under the second assistant's bureau.

There are five members of a committee, including myself, authorized to present this brief to the commission for its consideration, and it has been agreed that each member will only briefly refer to the

claims of the class to which he belongs. Therefore, Mr. John S. Morris, chief clerk at Memphis, Tenn., will be heard on behalf of the chief clerks; Mr. E. F. Loveless, assistant chief clerk at Cincinnati, Ohio, on behalf of assistant chief clerks; Mr. W. S. Felt, head of the scheme department in the superintendent's office at New York, on behalf of the men of that grade, and Mr. Walter D. Amaden in the office of chief clerk district 5, ninth division, at Chicago, on behalf of those in offices below the grade of assistant chief clerk. I shall therefore confine my remarks to the claims of the 15 division superintendents; also of the 15 assistant division superintendents, who have no representative, but in view of the fact that the brief, which the commission can examine at its leisure, covers the group generally, I consider it both undesirable and unnecessary to do more than confirm the claims put forth in the printed document submitted. However, it might be well to refer to the responsibilities of the superintendent of a representative division, hence I give you the following data compiled from the records of the seventh division, which I have the honor to represent:

Number of R. P. O. lines	-----	88
Number of closed pouch lines	-----	79
Number of electric lines	-----	1
Combined length of R. P. O. lines	-----miles	17,051
Combined length of closed pouch lines	-----do	2,168
Combined length of electric lines	-----do	222
Number of assigned clerks	-----	1,516
Number of unassigned clerks	-----	28
Number of surplus clerks	-----	8
Number of substitute clerks	-----	270

Mr. MADDEN. Are you talking for the whole service?

Mr. MCFARLAND. My own division.

Mr. MADDEN. Will you be kind enough to let me ask you about the closed-pouch service in the division? That is a thing about which there is a lot of uneasiness in my mind. We have a great deal of complaint from constituents all over the country about the delay in the mails, the delivery of mails to towns on which closed-pouch service is rendered, and these complaints seem to indicate that before the closed-pouch service was introduced to the extent that now exists, much more prompt delivery of the mail was had and the complaint is now, for example, you can not write a letter, take it down to the train and put it on the train if the mail is closed at the post office, as you used to; that the postmasters in many instances can not make—well, I won't say can not make—he doesn't make up a closed-pouch for delivery to the next station, but that the mail from his office is sent north to be made up at another station several miles away into pouches for delivery back to a station south of where it originated and thereby create a day, sometimes two days, and maybe more than that, delay. What truth is there in such a complaint?

Mr. MCFARLAND. The number of closed-pouch lines given is 79. The great majority of these closed-pouch lines were always closed-pouch lines. The R. P. O. service was only withdrawn from a very small number in our division and proportionately in other divisions, and when closed-pouches are established from one office to another there is no reason why a letter can not go in a closed

pouch by an express train and let the baggageman deliver the pouch from that train.

Mr. MADDEN. He doesn't put the mail into a pouch on the train, does he? You haven't any R. P. O. clerk on that car?

Mr. McFARLAND. No, sir. But if there are six or seven stations and the first office will make a pouch for each one of the stations in order and the next office will make a pouch for each one of the following stations in order, and so on down the line, there is no reason why mail can not be delivered just as expeditiously.

Mr. MADDEN. I agree with that. I am sure that is right; but what is the practice? That is not the practice, is it?

Mr. McFARLAND. The practice is to have a closed pouch in service when there is as much as one letter a day.

Mr. MADDEN. Well, is it the practice or the order? That's the question. I know there is a regulation to make a closed pouch up if there is only one letter a day, but does he do it?

Mr. McFARLAND. He does it in accordance with the order. Sometimes the postmaster tells us he has no mail for that particular office. We have a complaint, for instance, and we immediately establish a pouch to correct that situation.

Mr. MADDEN. You think there is no justification for the complaints made on account of the conditions I have described?

Mr. McFARLAND. I don't think so. Of course the complaint I find most, Mr. Madden, is that traveling men can not mail a letter on the train or that some business firm in a town is not permitted to take their letters of the day down to the train and put them on.

Mr. MADDEN. You think the service is just as satisfactory to the mail-receiving public under the present method of using the discretionary power of closed-pouch service, curtailing the number of clerks on a train, as it used to be?

Mr. McFARLAND. With the exception that the public can not mail their letters on the train, which was, of course, a great accommodation.

Mr. MADDEN. You think that is the only complaint?

Mr. McFARLAND. Yes, sir; I do. Of course the additional expense incurred would not be justified in extending that accommodation to those few people who want to mail their letters on the train.

Thus you will see that there is a total of 12,439.51 miles of service in this one jurisdiction which has to be kept in proper adjustment, with due regard to economy, harmony of interests, and effective organization, so it will be seen that the administrative requirements of the superintendents are varied and onerous, requiring years of experience in the lower grades of the service before they can hope to successfully discharge the duties officially imposed. It will be noted also that there are in the same jurisdiction 1,791 clerks and substitutes provided to keep up the distribution of mails in transit, and the handling of such a large force with the least possible friction and at the same time establish a confidence among subordinates that is so essential to effective administration is a task of such large proportions that only approximate success can be attained, regardless of how much executive ability a superintendent may have or how earnestly he may strive to meet these requirements and at the same time insure the transmission of mails through his jurisdiction with "certainty, celerity, and security," which is the prime object of all activities in this service. It is

- felt that the division superintendents and assistant division superintendents have always been underpaid for the quality of service rendered. This is especially true when it is understood how many years must be spent in subordinate positions engaged in acquiring experience that is not calculated to be of advantage in other avocations.

Mr. MADDEN. How much do the superintendents and assistant superintendents get?

Mr. McFARLAND. The basic salary of the superintendents is \$3,250.

Mr. MADDEN. All the same?

Mr. McFARLAND. Yes, sir; they have a 5 per cent increase. You will find in the brief a reference to the fact that the 15 division superintendents now employed put in an average of 26 years' service before they were advanced to their present grade. A man in the Railway Mail Service, after the lapse of some years' work, largely has the "door of hope" closed against him, so far as business or professional life is concerned; hence it is felt that there ought to be a recompense in the way of additional salary to those specializing in this work that will have the effect of attracting to it a better class of recruits, and in the final analysis produce a more dependable and efficient personnel.

Mr. MADDEN. How much do they get?

Mr. McFARLAND. The chief clerk gets \$2,300, and the assistant superintendent \$2,250, with 5 per cent, which makes a difference of \$62.50.

Mr. MOON. Mr. McFarland, what pay do you get now?

Mr. McFARLAND. \$3,250, with 5 per cent increase, which makes \$3,412.50.

The assistant division superintendents are paid but \$62.50 per annum more than chief clerks, as I have stated, but the difference in the basic salaries is \$150 per annum.

This difference is so slight that it would appear necessary for the salaries of assistant division superintendents to more nearly approximate the salaries of superintendents, and on behalf of the first-named officials I shall state that they are, in my opinion, the poorest paid individuals in the service. I have had the privilege of being associated with three assistant division superintendents and must say that each of them has been found capable of filling the next higher assignment in a creditable manner, and they have done so when occasion required. It is therefore hoped that the high character of the work of the 2 assistant superintendents in the field and the 15 at division headquarters will be commensurably recognized in the way of a substantial increase in salary, with proper regard for the financial situation in which the Government is found to be at the time the commission's recommendation for legislative action is being considered by the Congress.

However, the supervisory officials understand, and are unselfish enough to admit, that the necessity for an increase in salary more urgently applies in the case of low-grade clerks, and believe the salaries all the way to the top should be based on what increase can be consistently given to those men. They have confronting them at this time in many cases the question of where the next meal is coming from, hence we are resting our case with the commission for adjudication last, believing that we will be taken care of in such manner as the wisdom and wide experience of the gentlemen may dictate.

As stated in the brief, we think the duties and responsibilities of superintendents and assistant division superintendents justify salaries of \$6,000 and \$4,800 per annum, respectively, but we are willing to leave the whole question to your judgment and discretion. Whatever decision is made will be accepted without question or criticism, and our shoulders will continue at the wheel in any event with the greatest loyalty and earnestness at our command.

STATEMENT OF MR. JOHN S. MORRIS, CHIEF CLERK, RAILWAY MAIL SERVICE, MEMPHIS, TENN.

Mr. MORRIS. Gentlemen of the commission, I am not going to take up your valuable time with making arguments that you have heard before. I understand you want chiefly facts and figures as to what our duties are and what our salaries are, and I have prepared here a brief statement outlining the chief duties of a chief clerk, Railway Mail Service, who ranks next to the superintendent's office in order of supervisory position. These figures represent my own work in my own district assisted by five clerks. I am located at Memphis, Tenn.

Mr. MADDEN. You cover the whole division?

Mr. MORRIS. There are three chief clerks in the division, and I represent the Memphis district of the division.

Mr. ROUSE. With headquarters at Atlanta?

Mr. MORRIS. At Memphis. The division headquarters are at New Orleans and Atlanta. I am in a peculiar situation because I report to three division points. There are several divisions with Memphis in the corner.

In my district during the past fiscal year I had to supervise the mail service on 62 R. P. O. trains, carrying mail car and clerks, and in 136 closed-pouch trains, carrying mail in baggage cars, with 212 clerks employed, covering a total of 5,054,152.4 miles of train service.

It was my business to see that every clerk in that district was on the job and understood his duties and protected his runs, as well as to instruct the postmasters and others who made closed pouches as to what they should contain and the frequency with which they should be made.

Mr. MADDEN. The chief clerk in your office is in supreme command?

Mr. MORRIS. No, sir; I report to the division superintendent.

Mr. MADDEN. You are really in command of that office?

Mr. MORRIS. Locally, yes.

In addition to that I made personal inspection of service in 180 mail trains, traveling a total of 37,895 miles on official business, an average of 121 miles a day. That is, I go in a mail car and ride from one end of the line to the other and make a detailed report of the service performed.

I made personal investigations and recommendations for all improvements, increases, or decreases in the service or organization of the clerks in this district. Practically no changes involving an increase or decrease in the service, or the work required of clerks, are ever made except on the recommendation of the chief clerk after a personal investigation.

Mr. MADDEN. Do the inspectors examine into the railway mail branch of the service?

Mr. MORRIS. Only at irregular intervals. They are ordered to check us up like in a big corporation at irregular intervals, but the chief clerk is the intermediary between the superintendents and the field.

Mr. MADDEN. The fact is, the chief clerk is the man who has all the facts.

Mr. MORRIS. Yes, sir. He has to examine into the manner in which the mails are stored at the depots. I have to go around to see if the mail is kept under a shelter or in a locked room at night and not exposed to depredation.

Check up the service performed and certify to the superintendent for payment, \$308,413.68 in salaries for railway postal clerks and \$616,082.16 to railroad companies for transportation of mails, making a total of \$924,495.84.

I made investigations, secured the necessary evidence, and briefed to the department for fine and deduction 1,409 irregularities on the part of the railroad companies. You know the department makes a fine or deduction when a railroad company is derelict in its duties. Whenever a delay comes up, in which the railroad company is involved, it is my duty to investigate it.

Mr. MADDEN. Do they do that now since you began to move the mail by space?

Mr. MORRIS. They are supposed to do so, but to what extent I do not know. We brief the case to them and they take action, but we are not advised as to what action they do take.

I investigated and approved to the superintendent for payment 1,880 cases in which railroad companies are entitled to pay for excess car space used. I have to find out how much additional car space was furnished and certify that to the superintendent.

I arranged and granted 422 leaves of absence to clerks, assigning substitutes or emergency clerks to their runs in each case, with necessary instructions as to their duties, for a total of 4,394 days, amounting, if one clerk had taken it all, to 12 years and 14 days, certifying to the superintendent in each case the amount to be deducted from the salary of the absent clerk and the amount to be paid to his substitute, including computation of travel allowance to each. There is a good deal more involved in a leave of absence than would occur to you. I have to get a competent man to take his place. The man taking the leave of absence may be a man in charge of the registry mail, or it may be a laborer who stacks mail. I have to find a substitute to take his place, and if I can not find a substitute who can take his place, I have to move a man from another position up to take his place and fill in a substitute in that position.

Mr. MADDEN. The pay of the substitute is taken out of the pay of the regular clerk, except when he is on leave under the law?

Mr. MORRIS. Yes, sir.

It is my business to examine every railway mail clerk at stated intervals, and every clerk in first and second class post offices to see that they know their duties.

Mr. ROUSE. How much time does a clerk average on study?

Mr. MORRIS. You mean a daily average? I would say he would average something like one-half of an hour to an hour.

Mr. ROUSE. Do you think that the average clerk averages three-quarters of an hour a day?

Mr. MORRIS. Oh, yes. He should.

Mr. ROUSE. But does he?

Mr. MORRIS. The results indicate that they do. They very seldom fail on that examination.

Mr. ROUSE. After a man has traveled on a car three, four, or five years, the same run, been promoted up from a lower clerk to the clerk in charge, how much time does he study?

Mr. MORRIS. He puts in as much time almost as any man. The schedules are constantly changing, services are being changed, closed-pouch and schedules; he has to know whether he can connect a certain place more quickly from one end of the line or the other. Perhaps he wouldn't take as much time after he has been in the service and learned all the minor details, as he would at the start.

Mr. MADDEN. If a man is kept on a single run for a considerable length of time, is the examination confined to the things that affect that particular run or to any territory that he may be assigned to?

Mr. MORRIS. Only the examination that affects his particular run. But we have a division of assignments, and a clerk on one assignment must be prepared to cover the next higher assignment. I may have a clerk on a Virginia assignment; he must be prepared to work Tennessee also in case the Tennessee man is sick.

Mr. MADDEN. Then, as a matter of fact, he must make a study of territory not involved on his run?

Mr. MORRIS. No; that territory is involved on his run. None of them, for instance, would have to take Pennsylvania, which is not on his run.

I investigated and made proper charge under the efficiency-rating system of 3,012 irregularities on the part of railway postal clerks. Some of you have heard a great deal about that efficiency-rating system. It is just a method of bookkeeping to keep track of the mistakes a railway mail clerk makes. It would have the same effect if expressed in demerits or black marks rather than in minus marks.

Mr. MADDEN. What standard of rating must a man acquire to be entitled to promotion; what percentage?

Mr. MORRIS. The highest man we have got could not be promoted if he has got as high as 300 minus marks against him.

Mr. MADDEN. What percentage of efficiency must he stand up to?

Mr. MORRIS. That is the way we grade our men. It is merely a method of expressing a man's degree of efficiency in minus marks or plus marks instead of percentage. Five hundred minus marks would call for a reduction. If a man got 700, he would be up for removal.

I checked up their efficiency records and recommended the reduction or removal of six clerks for unsatisfactory service.

I checked up their efficiency records and recommended the promotion of 170 railway postal clerks.

I approved and forwarded to the superintendent the resignation of 15 clerks, and checked up the return of all Government property in their possession.

Mr. STEENERSON. You say you approved the resignations?

Mr. MORRIS. Of 15 clerks; yes, sir.

Mr. STEENERSON. Suppose you had not approved?

Mr. MORRIS. They probably would have quit, but under the law he must obey my obstructions as long as he is a railway mail clerk, and he is in the service until his resignation is accepted.

Mr. STEENERSON. He can not quit without the consent of the department?

Mr. MORRIS. Theoretically, he can not.

Mr. STEENERSON. You don't hold a man to that?

Mr. MORRIS. Oh, no; if a man is going to quit, he is going to quit.

Mr. STEENERSON. What reasons do they assign for wanting to quit?

Mr. MORRIS. Practically all have quit for better positions.

I have checked up and required 212 clerks to pay premium bonds of \$1,000.

I have received, checked up, and investigated all irregularities noted on, and noted and recorded all necessary information from 21,900 trip reports, an average of 60 reports daily. The clerk on every train carrying a clerk must make a daily report to the chief clerk showing what he did and what irregularities occurred on that trip. I have to keep a record of that.

Mr. MADDEN. Do you have to enter that into the records?

Mr. MORRIS. Only a part of it. I keep the reports themselves.

I keep corrected and require clerks to correctly distribute all dispatch mail in accordance with 11 general, 31 standpoint, and 17 local schemes, and 22,791 examination cards.

I made and forwarded to the superintendent 407 regular required reports covering the various details of the service. As I said awhile ago, the chief clerk is the intermediary between the field and the superintendent. The superintendent bases his recommendations on the recommendations and reports received from the chief clerk.

I received, opened, and gave necessary attention to a daily average of 85 letters and official communications; making a total of 26,605 for the year.

I wrote and mailed a daily average of 107 letters and official communications, keeping files and records of same, making a total of 33,491 for the year.

These included complaints from postmasters, complaints from the public and complaints from the clerks, and they all go to the chief clerk and he has to handle the case until it is ready for closing by the superintendent.

I have to keep a record of every locked mail pouch handled on every mail train in the 5,054,152.4 miles of mail service performed. I must keep a record of every locked pouch containing first-class mail in my district, whether or not there is a clerk on the train, and I have to show whether a particular pouch was handled or not.

I have to prepare a monthly schedule of runs, showing the clerks to be on duty in every mail train on every day of the month. I have to keep a record of when a man is due on a run and see that he is there. If he is not able to be there, it is my duty to furnish some one else for the job.

I furnish each of the 212 railway postal clerks with all necessary supplies for the performance of their duties and keep a record of all such, by individual clerks. Of course, that refers mostly to departmental forms, twine, locks, sacks, and things of that kind.

Personally I was engaged—I would like to call your special attention to this—personally, I was engaged on official duties, 1,441 hours in the office, 661 hours at railroad depots, 1,330 hours traveling on moving trains, making a total of 3,436 hours during the year, or a daily average of 11 hours and 36 minutes every working day of the year.

Mr. MADDEN. You traveled how many miles?

Mr. MORRIS. Thirty-seven thousand miles.

I was allowed 15 days' annual vacation. A chief clerk is not allowed any leave, with pay, for sickness or anything else.

My salary was \$2,300, including a \$200 bonus of July 1, 1918.

Now, in comparison with that, I would like to invite your attention to some of the salaries of some of the railroad employees. The railroad division superintendent is, of course, the head of a railroad division. He gets an average of \$5,700 per annum.

The CHAIRMAN. How much?

Mr. MORRIS. Fifty-seven hundred.

The CHAIRMAN. How much do you get?

Mr. MORRIS. Twenty-three hundred.

Mr. MADDEN. Twenty-one hundred is the basic salary?

Mr. MORRIS. Yes, sir. Our division superintendent gets about 3,250. Of course, a railroad superintendent has jurisdiction over about 1,900 men.

Mr. MOON. You are speaking now about railroad employees, not those in the Government service.

Mr. MORRIS. Yes, sir. This is railroad service. And a railroad division superintendent has the superintendence of practically 5,000 miles of track. Under him comes the train master, master mechanic, roadmaster, and station agents. Under the train master comes the traveling engineers. That train master gets \$4,000 a year. He has under him traveling engineers, and they get \$3,600; and their services are confined to one division.

Mr. MOON. That is on what road?

Mr. MORRIS. On any road. We calculated this as the average for all the different sections of the United States.

Mr. MADDEN. How long has that been in vogue?

Mr. MORRIS. It is in vogue at present. I do not know how long it has been.

Mr. BELL. Since the Government took charge?

Mr. MORRIS. Probably so. The trainmaster has jurisdiction only over his district, which will average two or three hundred miles. My district involves thirty-five hundred miles. He gets four thousand and I get twenty-three hundred. The detail of my work, it appears to me, is much more complicated than his, but of course he is a better judge of that, and probably you are, than I would be. The railroad engineer gets thirty-one hundred dollars a year, a conductor gets twenty-six hundred, a fireman will get twenty-four hundred, a brakeman will get two thousand, a switchman two thousand—as much as our highest grade men on the road will get. A baggage man will get nineteen hundred and forty-seven. A master mechanic, of course, is a skilled artisan. I wouldn't want to compare ourselves with him, because his is a profession. He gets forty-eight hundred dollars a year.

Mr. MOON. That is for the whole system of railroads?

Mr. MORRIS. Yes, sir. A roadmaster, employed on one division gets thirty-six hundred dollars a year. His business is the upkeep of the track, maintenance of way, track and bridge work, and a supervisor gets up to thirty-three hundred dollars a year. Station agents get from twelve to thirty-nine hundred dollars a year. I am a station agent at Memphis gets thirty-nine hundred dollars a year, and he has clerks under him that get three thousand.

Now, I will conclude my list of figures with a statement of my expenses last year, which I would be very glad to have you compare with my salary of twenty-three hundred dollars. I have a family of six dependents; my age is 45, my wife is 43, and I have one daughter 16, one 14, a son 11, and one 8 who go to school. My other son, who was in the Navy, and of course he was not dependent at that time.

Financial statement of John S. Morris, chief clerk Railway Mail Service at Memphis, Tenn., for the fiscal year July 1, 1918, to June 30, 1919.

Family: Self, age 45; wife, age 43; daughter, age 16; daughter, age 14; son, age 11; son, age 8. Total, 6 dependents. (My other son, age 18, was in the Navy until Mar. 31, 1919.)

Items of expense.	Amount expended.	Percentage of total.	Average for the year.
Food, milk, butter, ice.....	\$1,220.00	43	32
Clothing and incidentals.....	455.28	16	16
Rent, at \$35 per month ¹	420.00	15	15
Light, water, fuel, gas.....	141.50	5	5
Insurance and interest.....	141.00	5	5
School supplies.....	140.00	5	5
Laundry and laundry supplies.....	139.00	5	5
Car fare, street railway.....	96.00	3	3
Lunch down town for myself (4 miles).....	48.00	1	1
Telephone in home.....	42.00	1	1
Doctors and drugs.....	26.00	1	1
Actual expenditures for the year.....	2,868.78	100	100
Salary for the year.....	2,300.00		
Actual cash deficit for the year.....	578.78	25	25
I failed to provide the following reasonable requirements for my family during the year:			
Insurance dropped.....	\$64.00		
Church and charity.....	60.00		
Recreation, amusement.....	90.00		
Clothing.....	75.00		
Special education for son.....	300.00		
Increase expected in rent ¹	300.00		
Should have saved.....	500.00		
	1,389.00	60	60
Deficiency in salary for the year.....	1,957.78	85	85

¹ Our rent was not raised during that year, but we expect it to be raised at least \$25 per month in the next year.

We employ no help of any kind at home. My wife, assisted by the children, attends to all the housework, cooking, etc. We keep no automobile or vehicle of any kind.

Our deficit was made up from some money we had in bank at beginning of the year, augmented by the sale of some land.

Length of service in Railway Mail Service, 27 years.

I declare the above to be a true statement.

J. S. MORRIS,
Chief Clerk Railway Mail Service at Memphis, Tenn.

Mr. MORRIS. I actually spent \$500 more than my salary, and I ask you to point out any item of expense that might have been avoided.

Mr. MADDEN. What fund did you drain that \$500 out of?

Mr. MORRIS. I happened to have a little in the bank and I sold a bit of land.

Mr. MOON. If you had had 10 in your family you would have had to quit.

Mr. MORRIS. I would have had to quit.

Mr. MOON. And if you had had just yourself you would have made some money.

Mr. MORRIS. That is the only thing that saved us—that when I was younger I managed to save some. Then, there are some things that a man should provide that I did not provide. For instance, I had to drop an insurance policy. I ought to have donated \$60 to church and charity that I could not contribute. On recreation and amusement I think I should have expended \$90 on a family of six people, and we spent practically nothing. On clothing, we should have spent \$75 more. This is the first suit of clothes I have had for three years. My wife hasn't had a decent suit in three years. Of course, we make over our old clothes for the children.

I ought to have given my son, 18, who was in the Navy, a special education. He is trying to educate himself as it is, but I ought to have been able to help him out to the extent of \$300, which I could not do. I should also have been prepared for an increase in rent of \$300, which I will have to pay next year, and a man of my age should have been able to save money out of his salary to take care of himself in his old age and to take care of sickness and other things that come up. I only spent \$26 for doctors and drugs. Suppose I had had an operation to pay for, or a serious spell of illness. I would have had to go into debt to pay for it. Altogether, that makes about \$1,389 that I was not able to provide that a man in ordinary condition ought to have been able to provide.

Mr. MADDEN. Well, it would take \$4,000 to do just what you want.

Mr. MORRIS. Just about \$4,000.

Mr. MADDEN. That would include the \$500 that you want to save.

Mr. MORRIS. That includes the \$500 that I should have been able to save; yes, sir.

We employ no help of any kind at my home. My wife, assisted by the children, does all the cooking and the housework. We do not spend a nickle for any help. We do not keep an automobile or a vehicle of any kind, and we have no expense that we could possibly eliminate. Our deficit was met by withdrawing money from the bank and by the sale of some land.

Now, I haven't said a word in here about what a chief clerk should get. I think you gentlemen want the facts and figures as to what I do for the money I get and what it costs a man in my position to live, and with that information I think—I feel sure—you are going to do us justice. I think every man in the service in the United States believes that you will treat us fairly.

Mr. BELL. I would like to ask how many hours a day it takes you to properly perform your duties.

Mr. MORRIS. I actually worked 11 hours and 30 minutes a day.

Mr. BELL. You are not entitled to any overtime?

Mr. MORRIS. No overtime. We don't watch the clock. If there is anything to do, we do it. I have many a time worked in my office

all day, gone out and traveled all night on the road and come back and worked in my office the next day.

Mr. MADDEN. How long have you been in the service?

Mr. MORRIS. Twenty-seven years.

Mr. BELL. How long were you chief clerk?

Mr. MORRIS. About 10 years.

Mr. BELL. That makes 37 years in all.

Mr. MORRIS. No; 27 in all.

Mr. BELL. What offers have you had, if any, in the commercial world?

Mr. MORRIS. I came into the service when I was about 18 years old. At that time I was a bookkeeper in a grocery at \$40 a month and I saved more money than I can now.

Mr. BELL. Have you had any recent offers in the commercial world?

Mr. MORRIS. No, sir.

Mr. BELL. You pay no attention to that?

Mr. MORRIS. No, sir; I do not think I would be qualified for any position in the commercial world. This business unfits a man for any other vocation, and the postal laws and regulations prohibit me from augmenting my salary by any outside work. If I did have a few hours to spare every day, I couldn't go outside and make a few dollars.

The CHAIRMAN. You say you have been in the service 27 years?

Mr. MORRIS. Yes, sir.

The CHAIRMAN. Have you formed any opinion, based upon your long experience, as to whether or not the space system has any advantages over the former system? Do you get my question?

Mr. MORRIS. Yes; I get your question. It has some advantages.

The CHAIRMAN. Do you think there is any economy in it?

Mr. MORRIS. I wouldn't say there is no economy in it. Any basis of payment should be fair with an equitable system employed to administer it. You could take the weight basis and apply a rate that would give you exactly the same thing as the space basis. It depends upon the rate per unit.

The CHAIRMAN. You take your post office; somebody there reports the amount of space required on each train going out. Suppose you made a mistake on an incoming train and that train is ready to go out and your space is not sufficient to carry the mail, what becomes of that mail?

Mr. MORRIS. That frequently happens. We put that mail in the baggage car, or any other available place, if they have the space. The railroad companies claim it is unfair to them to have to furnish that emergency space. We do not require them to unload anything they have got loaded, but we require them to give the mail preference over the unloaded matter. We load that mail and pay them for it. We had 1,880 cases in my district last year where that actually happened. That is about six cases a day, and it was my business to see what that amounted to and certify it to the superintendent to be paid.

Mr. MOON. They get paid for that space coming or going, whether it is used or not?

Mr. MORRIS. Yes, sir; under regular authorizations.

Mr. Moon. The department claims they saved twelve millions of dollars with the space basis over the weight basis last year. Do you know how that came about?

Mr. MORRIS. No, sir.

Mr. STEENERSON. How does the expense of ascertaining the amount due the railroads under these two plans compare with each other? That is, under the weight plan you have to have quadrennial weighs, which, I believe, costs something like \$2,000,000 for the four years, and, under this space plan, you have to have somebody ascertain how much space should be allowed.

Mr. MORRIS. Yes, sir.

Mr. STEENERSON. Now, have you any idea about how much that costs?

Mr. MORRIS. Yes, sir. I think it would cost the services of about 60 clerks per annum; say about \$120,000 a year.

Mr. STEENERSON. Is there any other expense in ascertaining that?

Mr. MORRIS. That is about the only expense, except, possibly, some expense for getting out forms, blanks, and things of that kind.

Mr. STEENERSON. So that it would cost more to administer the weight plan?

Mr. MORRIS. Considerably more.

Mr. STEENERSON. Well, it would be the difference between four times \$120,000 and \$2,000,000—about half a million. Two million for four years—or half a million a year.

Mr. MORRIS. Of course I haven't got accurate figures.

Mr. STEENERSON. Well, that is, in round numbers, about what it would be, isn't it? Well, now, is there any other expense? I think you said that is all the expense there would be.

Mr. MORRIS. Yes, sir.

Mr. STEENERSON. Now, does it happen that the railroad companies sometimes can not furnish that space?

Mr. MORRIS. Occasionally.

Mr. STEENERSON. What happens then?

Mr. MORRIS. We simply have to keep the mail until the next train.

Mr. STEENERSON. That may be until the next day?

Mr. MORRIS. Yes; that may be until the next day. Most places have three or four trains a day, and we take the next train that comes along.

Mr. STEENERSON. That might cause that mail to miss connections.

Mr. MORRIS. Yes, sir; but, as I said before, that happens very seldom. I don't think I have had a case of that character since last December.

Mr. STEENERSON. The argument of the railroad is that they must take that mail and furnish that extra space, even if they have to leave their own business in the depot.

Mr. MORRIS. They may have to leave it in the depot, but we do not require them to take it out of the train. If we notify them that we have extra mail before they load the baggage, they have to load that mail.

Mr. Moon. That would be true under the weight basis also?

Mr. MORRIS. Yes, sir; that is a matter of postal regulations.

Mr. STEENERSON. No; that can not be so, because, under the weight plan, they do not limit them to so much space. The railroad company furnishes a car then.

Mr. MORRIS. They didn't give them under the weight basis as much space as they do now.

Mr. MOON. There is practically more delay under the weight basis than under the space basis?

Mr. MORRIS. Under the space basis we authorize enough space in the baggage car to take care of the mail we expect. Under the weight basis we did not authorize any space at all.

Mr. STEENERSON. I think the department has reported in the annual report that they have saved a good many cars under the space plan as against the weight plan. If they used just as much space under the space plan as when we figured on the weight basis, it doesn't seem that they could have saved anything.

Mr. MORRIS. It is a matter of rate and administration, as I said awhile ago.

The CHAIRMAN. After all, it is a matter of bookkeeping?

Mr. MORRIS. I think so.

Mr. BELL. Who becomes responsible for that mail in the baggage car?

Mr. MORRIS. The baggageman. We hold the railroad company responsible.

Mr. STEENERSON. All the mail that goes into the baggage car is under the control of a railroad employee?

Mr. MORRIS. Yes, sir.

Mr. STEENERSON. The postal employee has nothing to do with it?

Mr. MORRIS. He doesn't go in there.

Mr. STEENERSON. That wasn't true to the same extent under the weight basis, was it?

Mr. MORRIS. I think so.

Mr. STEENERSON. Didn't you have a clerk in charge of it then?

Mr. MORRIS. We have one now, but he stays in the mail car.

Mr. STEENERSON. I thought there was more mail in the baggage cars now.

Mr. MORRIS. I don't think so, except for the natural increase in the mails.

Mr. STEENERSON. I have known of complaints that they didn't have sufficient clerks in a train and therefore couldn't mail letters.

Mr. BELL. That was where there were closed pouches.

Mr. MORRIS. That is a different proposition.

Mr. BELL. They carry a baggage car with a mail compartment?

Mr. MORRIS. Just a baggage car. That has been subjected to a good deal of criticism and complaint. To illustrate that: I had a request come through the superintendent from some bank in New Orleans. He wanted mail service established with car and clerk between New Orleans and Chicago, 900 miles. They gave as their reason that a patron in New Orleans could not mail a letter on that train less than 30 minutes from the departure of that train. I had a watch put on that train to see how many letters were mailed, and there were only two letters mailed in six days. It would have cost the department about \$50,000 a year to put the service on there that they wanted, and it would have advanced the delivery of about two letters every six days. There are instances, of course, where a service of this kind

would be much better. Mistakes have been made in some instances in putting closed pouch service on.

Mr. STEENERSON. That would be true of the smaller lines where there is only one train a day and people are accustomed to mailing their letters on the train, and now they can not mail them on the train at all. The post office may be a half-mile away from the depot.

Mr. MORRIS. As I said just now, there have been mistakes made, but in the majority of the cases, it has been justified. Take a little line with only four or five stations, there is no use putting a mail car on there.

Mr. STEENERSON. That case in New Orleans was an extreme illustration.

Mr. MORRIS. They wanted a clerk put on there for 900 miles. The request came from a bank that we ought to put the facilities on there for anybody who wanted to use them, and that was a train that didn't make a dozen stops between New Orleans and Chicago.

Mr. STEENERSON. But where there are 15 or 20 small cities on a line and they have to depend on these closed pouches, you recognize there is a good deal of difference and that it is an inconvenience to the public.

Mr. MORRIS. Yes, sir. On lines of that kind we should certainly have a mail car and clerk.

I will now hand to your secretary a copy of an organization sheet, showing the details of the assignments in a chief clerk's office, and a record of my original appointment, various promotions, etc., and will hold myself ready to furnish any further information you desire regarding my assignment.

ORGANIZATION OF R. P. O. LINES, BY CREWS.

OFFICE OF SUPERINTENDENT TWELFTH DIVISION,
September 1, 1919.

Statement showing the organization of the office of chief clerk, Memphis, Tenn., effective July 1, 1919, under Department Circular 826.

Names by crews.	Daily average miles by each clerk.	Grade.	Tour of duty.	Off for lunch.	Daily average overtime preceding year 1918.	Daily average hours of duty.
Morris, John S.....	121	CC	8 a. m. to 4 p. m.....	30 minutes....	4.36	11.36
Farnham, Galus L.....		10	8.30 a. m. to 4.30 p. m.	.....do.....	.59	8.09
Harding, Noah.....		9	8 a. m. to 4 p. m.....	.....do.....	.39	7.49
Bennett, Elmer E.....		8	.....do.....	.....do.....	1.49	8.59
Eller, Irby W.....		6	.....do.....	.....do.....	.37	7.47
Thompson, Amy I.....		1	.....do.....	.....do.....	.20	7.20

The chief clerk usually visits office every Sunday when in city, attending to any matters of importance. Farnham, Harding, Bennett, and Eller alternate Saturdays and Sundays, by which each is off duty 1 p. m. Saturday until regular hour Monday, three weeks out of every four, and ever fourth week remains on duty until closing time Saturday, and reports at office for one hour's service Sunday morning following.

This office has jurisdiction over—

Class A R. P. O. lines, 10; R. P. O. trains, 34; R. P. clerks, 36; transfer offices, 2, with 2 clerks.

Class B R. P. O. lines, 2; R. P. O. trains, 12; R. P. clerks, 34; transfer offices, 1, with 8 clerks.

Class C R. P. O. lines, 5; R. P. O. trains, 16; R. P. clerks, 108.

20 SUPERVISORY OFFICERS, ETC.—RAILWAY MAIL SERVICE.

Closed-pouch lines, 25; C. P. trains, 123; P. O. clerks, 94, in 27 first and second class post offices.

Electric lines, 1; electric trains, 13; 34 unassigned and subclerks.

Total lines, 43; trains, 198; clerks, 306, to be regularly examined.

Daily miles R. P. O. train service, 10,011; daily miles C. P. train service, 4,215.

Keep corrected and on file 11 general, 31 standpoint, 17 local schemes, and 22,791 examination cards.

This office examines clerks on request and attends to filling of runs and emergencies on all lines of the five divisions centering at Memphis.

Of the above, one class A line and clerk are in eleventh division, the following in fourth division, balance in twelfth division:

Class A R. P. O. lines, 1; R. P. O. trains, 6; R. P. clerks, 3.

Class C R. P. O. lines, 1; R. P. O. trains, 4; R. P. clerks, 26.

Closed-pouch lines, 3; C. P. trains, 17; P. O. clerks, 29, in 8 first and second class post offices; 18 unassigned and subclerks.

Total lines, 5; trains, 27; clerks, 76, to be regularly examined.

Morris, chief clerk, supervises district, attends to all out-of-town work, traveling, inspections, special reports, organizations, transfer offices, car space, examinations of post-office clerks, recommendations to department.

Farnham, assistant chief clerk, general office supervision, special correspondence, provides for runs, handles substitutes and leave, travel allowance, pay rolls, cost of distribution.

Harding, first clerk, handles routine correspondence, card records, periodical reports, mail failures, efficiency system; assists assistant chief clerk and second clerk.

Bennett, second clerk, handles trip-report desk, keeps stock, handles supplies, local failures, mailing desk.

Eller, third clerk, conducts examinations, keeps schemes, cards, maps, schedules corrected; handles error records, general files; assists first and second clerks.

Thompson, fourth clerk, stenographic work, writes all general correspondence; assists in handling mail failures; keeps record of supplies to clerks; assists second clerk.

ROSTER OF RAILWAY POSTAL CLERKS.

Official name, John S. Morris.

Personal items.—Full name, John S. Morris; appointed from Martin; county, Weakley; State, Tennessee; congressional district, ninth; date of birth, July 4, 1873; place of birth, Conyersville, Tenn.; race, white; educational advancement, common school and business college; conjugal condition, married; height, 5 feet 8½ inches; weight when appointed, 138 pounds; previous occupation, bookkeeper; soldier or sailor, no.

Pay office: Memphis, Tenn., effective February 1, 1909; Meridian, Miss., effective March 13, 1909; Memphis, Tenn., effective April 1, 1912.

Order.	Date of order.	Class.	Pay.	R. P. O.	Reason.	Began service
Probationary appointment.	Sept. 16, 1892	1	\$800	Cairo and New Orleans.	.....	Sept. 27, 1892
Permanent appointment.	Dec. 6, 1892	1	900	.....do.....	.....	Dec. 6, 1892
Promoted.....	Jan. 29, 1895	2	1,000	.....do.....	.....
Do.....	May 2, 1895	3	1,150	.....do.....	.....
Do.....	Mar. 16, 1900	6	1,400	.....do.....	Clerk in charge....	
Pay increased....	July 1, 1907	7	1,500	Memphis, Grenada, and New Orleans.	.....
Promoted.....	Mar. 13, 1909	10	1,800	Chief clerk, Railway Mail Service.	Additional at Meridian.	Mar. 19, 1909
Reappointed.....	Oct. 11, 1912	.....	2,000	.....do.....	Reclassification....	Oct. 1, 1912
Promoted.....	July 1, 1914	.....	2,100	.....do.....	.....do.....	July 1, 1914
Do.....	July 5, 1918	.....	2,300	.....do.....	Act of Congress....	July 1, 1918

Substitute record.—Appointed from Martin, Tenn.; residence, Martin, Tenn.; date of appointment, January 10, 1892; date of acceptance, January 12, 1892; bond, National Surety Co., December 1, 1913.

Mail key numbers: 81728, 74890.

Registered key number: 10916.

STATEMENT SHOWING SOME OF THE MORE IMPORTANT DUTIES ACTUALLY PERFORMED DURING THE FISCAL YEAR ENDING JUNE 30, 1919, BY JOHN S. MORRIS, CHIEF CLERK, RAILWAY MAIL SERVICE, AT MEMPHIS, TENN., ASSISTED BY ONE ASSISTANT CHIEF CLERK AND FOUR CLERKS.

1. Supervised the mail service in 62 R. P. O. trains, carrying mail car and clerks, and in 136 closed-pouch trains, carrying mail in baggage cars, with 212 clerks employed, covering a total of 5,054,152.4 miles of train service.

2. Made personal inspection of service in 180 mail trains, traveling a total of 37,895 miles on official business; an average of 131 miles every day.

3. Made personal investigations and recommendations for all improvements, increases, or decreases in the service or organization of the clerks in this district; practically no changes involving an increase or decrease in the service or the work required of clerks are ever made except on the recommendation of the chief clerk after personal investigation.

4. Supervise the manner in which mails are handled and stored at important railroad depots and see that same are not exposed to depredation.

5. Check up the service performed and certify to the superintendent for payment \$308,413.68 in salaries for railway postal clerks and \$616,082.16 to railroad companies for transportation of mails; total, \$924,495.84.

6. Made investigation, secured necessary evidence, and briefed to the department for fine or deduction 1,409 irregularities on the part of railroad companies.

7. Investigated and approved to the superintendent for payment 1,880 cases in which railroad companies are entitled to pay for excess car space used.

8. Arranged and granted 422 leaves of absence to clerks, assigning substitute or emergency clerk to their runs in each case, with necessary instructions as to their duties—for a total of 4,394 days (amounting to 12 years and 14 days), certifying to the superintendent in each case the amount to be deducted from the salary of the absent clerk and the amount paid to his substitute, including computation for travel allowance to each.

9. Conducted 681 examinations of railway postal clerks and 83 examinations of clerks in first and second class post offices.

10. Investigated and made proper charge under the efficiency rating system 3,012 irregularities on the part of railway postal clerks.

11. Checked up their efficiency records and recommended the reduction or removal of six clerks for unsatisfactory service.

12. Checked up their efficiency records and recommended the promotion of 170 railway postal clerks.

13. Approved and forwarded to the superintendent the resignation of 15 clerks and checked up the return of all Government property in their possession.

14. Checked up and required 212 clerks to pay premium on bond of \$1,000.

15. Received, checked up, and investigated all irregularities noted on and recorded all necessary information from 21,900 trip reports, an average of 60 reports daily.

16. Keep corrected, and require clerks to correctly distribute and dispatch mail in accordance with 11 general, 31 standpoint, and 17 local schemes, and 22,791 examination cards.

17. Made and forwarded to the superintendent 407 regular required reports covering the various details of the service.

18. Received, opened, and gave necessary attention to a daily average of 85 letters and official communications. Total, 26,605 for the year.

19. Wrote and mailed a daily average of 107 letters and official communications, keeping files record of same. Total, 33,491 for the year.

20. Keep record of every locked mail pouch handled on every mail train in the 5,054,152.4 train miles of mail service performed.

21. Prepare monthly schedule of runs, showing clerks to be on duty in every mail train on every day of the month.

22. Furnish each of the 212 railway postal clerks with all necessary supplies for the performance of their duties, and keep a record of all such, by individual clerks.

23. Personally, I was engaged on official duties 1,441 hours in office, 661 hours at railroad depots, 1,330 hours traveling on moving trains; a total of 3,436 hours during the year, an average of 11 hours and 36 minutes every working day in the year.

24. I was allowed 15 days annual vacation; was not allowed any sick or personal leave with pay.

25. My salary was \$2,300, including \$200 bonus of July 1, 1918.
I declare the above to be a true statement.

J. S. MORRIS.

Chief Clerk, Railway Mail Service, at Memphis, Tenn

Statement showing the organization and salaries of railroad employees, submitted by J. S. Morris.

	Per an
Division superintendent -----	\$5,700
Train master -----	4,000
Traveling engineers -----	3,000
Yardmasters -----	3,000
Engineers -----	3,000
Conductors -----	2,600
Firemen -----	2,400
Brakemen -----	2,000
Switchmen -----	2,000
Baggagemen -----	1,900
Master mechanic ¹ -----	4,800
Shop foremen -----	3,000
Mechanics -----	1,800—3,000
Roadmaster -----	3,000
Supervisors -----	2,700—3,000
Foreman -----	2,400—3,000
Bridgemen -----	1,200—2,400
Section men -----	900—1,200
Station agents -----	1,200—3,000
Rate clerks -----	1,500—3,000
Yard clerks -----	1,200—2,400
Office clerks -----	800—2,400

STATEMENT OF MR. ELMER F. LOVELESS, ASSISTANT CHIEF CLERK, DISTRICT NO. 3. FIFTH DIVISION, CINCINNATI, OHIO.

Mr. LOVELESS. Gentlemen of the commission, as a member of the committee of five selected to present to your honorable commission the brief by the supervisory officials and office clerks of the Railway Mail Service, I am appearing before you as the special representative of the assistant chief clerks of the Railway Mail Service, and shall endeavor to elaborate the arguments presented in the brief as it pertains to us.

As the position of assistant chief clerk should be an intermediate between that of road clerks and the chief clerk, we believe it to be important that stress be laid upon the argument that this, the lowest of the supervisory positions, should carry with it a salary materially more than that of a clerk in charge of the highest road classification.

Assistant chief clerks are chosen from clerks who have for a number of years been assigned to road duty, for the reason that they should be thoroughly conversant with that branch of the service as a knowledge of working conditions derived from actual experience on the road is necessary, as it affords the elementary education essential to the efficient discharge of the duties of the office, and in the selection executive ability, educational advantages, personal address, tact, availability, etc., are all considered. He must be qualified to assume the duties of the chief clerk in his absence from the office, which is approximately 50 per cent of the time.

At present there is no inducement for clerks in class C runs to enter the office and the conditions should be such as to attract the

¹ Employs engineers and firemen with approval of train master.

best talent from the road. The pay of the road clerks is better, and above that, they have an expense allowance. They have lay-off periods, usually half time. They exercise a considerable choice of domicile and are provided with transportation to and from their homes, and the termini of their runs.

The office clerk must be on duty every day, must live in large cities where expenses are highest, and pay considerable transportation charges. Under such conditions it is difficult to get the best road clerks to accept office places. To remedy this and because of the superior ability required, the salary of the assistant chief clerk should be materially greater than that of road clerks.

The forces in chief clerks' offices vary from 5 to 11, the average being from 6 to 7.

The assistant chief clerk is the office manager. He should be familiar with the policies of the chief clerk and with the organizations of the district, and conduct the office in all routine matters in the absence of the chief clerk. He should review all correspondence not handled by the chief clerk in person and be familiar with the duties of each desk assignment in the office. He is in personal contact with the clerks and must have the tact and ability to dispose of the matters which bring them to the office. He must see that all orders of the chief clerk are carried out. He must have a thorough knowledge of the duties and responsibilities of the clerks under his supervision, especially in the granting of annual leave to all clerks when considerable ability is required to place proper men in the assignments of such clerks, as many of the regular clerks are assigned to intricate distribution, and a substitute clerk can not be assigned to the duties of the absent clerk, and this results in having to change the assignment of several members of the crew in order to insure the completion of the distribution of the mails en route.

He must be familiar with conditions on all lines in his district, such as space requirements, local exchanges, organization, routing of mails, etc.

He must handle the efficiency rating system, make up organization sheets, statement of expenses, and travel allowance, issue instructions relative to changes in pouching directions due to changes in train service and organization.

He must instruct the clerks on all department rulings and acquaint himself with all the authorities granting employment of clerks and must see that these authorities are not exceeded.

He must keep a complete record of all service rendered by substitute clerks and arrange for the certification and payment of such clerks, and as the initiating of the new substitute is his duty the impression left with him at this time will go a long way toward making him an efficient clerk. Tact must be used in the early part of the substitute's career to induce him to overcome the tendency to become discouraged and resign.

He is required to be on duty continuously except when on leave, as he is frequently called upon after office hours and at night to fill runs that otherwise would be defaulted, and during the holiday period and in time of floods and heavy snows he is required to be on duty continuously for 12 to 15 hours at the office or at the depots supervising the handling of the mails.

In the past 10 or 15 years the duties and responsibilities of the office have increased so rapidly that conditions are now entirely different from those existing when the present gradation of salaries was made effective, and it should not in justice apply at present.

In the above we have endeavored to show that the duties of the assistant chief clerk are infinitely more varied, more exacting than the duties of a road clerk, and require considerable more ability than is required of road clerks of the highest classification, and because of this it is our contention that we should be taken out of class 10 and paid a salary commensurate with the duties and responsibilities of the position.

In the general brief we have presented a scale of wages for the supervisory officials, which, in comparison with the salaries of officials in other fields of endeavor, which are comparable to the Railway Mail Service, we believe is conservative to a degree that should merit your careful consideration.

Mr. MOON. What do you get?

Mr. LOVELESS. \$2,000; I am a clerk in grade 10.

Mr. MOON. You get within a hundred dollars of what the chief clerk gets?

Mr. LOVELESS. Yes, sir. The basic salary of a chief clerk is \$2,100.

Mr. BELL. What is your total compensation?

Mr. LOVELESS. \$2,000.

Mr. BELL. How many hours a day do you work?

Mr. LOVELESS. Well, we are supposed to be on duty seven hours, but my average time for the past couple of years has been about two and two-thirds hours overtime.

Mr. BELL. Do you get paid for overtime?

Mr. LOVELESS. No, sir.

Mr. STEENERSON. What is the reason that you don't get paid for overtime?

Mr. LOVELESS. There is no provision for any overtime.

Mr. STEENERSON. Is it a ruling of the department or a statute?

Mr. LOVELESS. Such a thing as overtime isn't mentioned.

Mr. MOON. There is no law authorizing it.

Mr. STEENERSON. No supervisor gets overtime?

Mr. LOVELESS. No, sir. Well, just a minute. You understand that at present we are ranked as clerks in grade 10 and not specifically recognized as supervisory officials. That is my argument there. We should be taken out of grade 10 and placed midway between the highest road classification and the chief clerk, inasmuch as our position is clearly supervisory.

STATEMENT OF MR. W. S. FELT, CLERK IN CHARGE, SCHEME DEPARTMENT, OFFICE OF DIVISION SUPERINTENDENT, NEW YORK.

Mr. FELT. Gentlemen of the Commission: I came here specifically as a representative of the heads of departments in superintendents' offices. I came without preparation of any special brief in our behalf at this time. I was charged with the actual preparation of the brief for all supervisory officials and office clerks that was presented to you gentlemen and I have been so busy trying to see the whole service and prepare that brief properly that I am afraid I have lost sight of

it, of the specific case of the clerks I represent, but here am that has been prepared by your secretary, as I believe, in direction, and it has been suggested that I explain this to you, and as I go on with it I can then take up, when it comes proper place, the specific duties of those I represent, if I may

Post Office Department the second assistant is specifically with transportation, which involves the distribution, of the mail. He has three departments under him—three bureaus. The Bureau of Foreign Mails, the Division of Railway Adjustments, and the Division of Railway Mail Service. I speak of the other two bureaus as office bureaus in a way. They transact some business in a field is not connected with. For instance, the Division of Foreign Mails comes in contact with the mail service of foreign countries in so far as the actual handling of foreign mails is concerned, the information as to the sailings of steamers, and getting of mails in transit through the country to the proper ports, the Railway Mail Service is the field force of this bureau. As to the Division of Railway Adjustments, it comes in contact with the railway companies in making payments to them, and makes the rulings under the laws which govern the field service in the operation of the space basis for payment for transportation. That involves a considerable office in Washington; but in as far as it has a field force, it is again the Railway Mail Service that administers this space basis, makes its reports and certifies to the department, and on this certification they make their payments. So that, with all three of the bureaus, the Railway Mail Service is to a great extent the field service.

The administration of the service in the field is divided among division superintendents, the country being divided territorially, in equal division as far as the area is concerned, but governed by the density of the population and the amount of mail to be carried, so that while divisions may vary considerably in size, they perform the same service, and the Superintendent of the Railway Mail Service supervises all of the work of all the service, reporting directly to the department.

Under the superintendent a division is divided into districts, with a chief clerk in charge of each district, his headquarters usually in the principal city and his supervision extending over the lines center in that city and their branch lines.

The chief clerk has under him an office force, which consists of his assistant and from 5 to, I think, as high as 8 or 9—possibly, in one case, 10—clerks.

The assistant superintendent must be equipped to carry on the work of the superintendent in his absence, and the work of the division is then divided, at the present time, among four departments.

Until quite recently it was divided among two, known as the personnel and the scheme departments. The work that had to do with the personnel of the service, making the pay rolls and the keeping of the time, the crediting of allowance for substitutes performing the service of some regular clerk, all matters that dealt with the personnel records, fell to what we called the record section.

So far as the duties of the superintendent of the Railway Mail Service have been defined in the postal laws and regulations they

gave him the duty of supervising the dispatch and distribution of mails, which is done by a system or series of textbooks, which we call schemes of distribution. I think for a long time under the old regulations that was the only duty of a superintendent specifically mentioned, and the scheme department prepares these schemes and takes its name from the fact that we issue instructions, prepare the textbooks that govern railway postal clerks as well as postmasters in the dispatch of mails. Incidental to that, there are a great many duties—for example, complaints from the public of delayed mails, whether attributed, as they sometimes are, to the faulty service under the space basis or to mishandling of whatever nature, naturally relate to the schemes of distribution. Until quite recently we also handled the administration of the space basis. More recently the department has created two new departments, so that there are now four in each superintendent's department. The railroad department is charged specifically with carrying out the provisions of the space basis. I do not know whether it would be proper for me to add a word about this matter of space. Some of you gentlemen have asked some questions about it.

Mr. STEENERSON. We would be glad to hear whatever you have to say.

Mr. FELT. Sometimes the man in the subordinate places gets a different touch, or different angle, from his superiors. I handle these complaints of faulty service, and sometimes they are directly attributable to the fact that we have placed closed pouches on trains where there was railway post office service, but, as Mr. McFarland has stated, there is seldom any reason for attributing any delay to that cause. As a rule, it is a railroad trunk line that has railway post office service, and sometimes the smaller branches either never had it, or had it taken away, but the trunk line makes up the pouches for these various offices on the line, and sometimes there is not the constant interchange of pouches which will provide for as ready transmission of mail from town to town as there would be if there were railway post office service, but if that is so, I think it may be said to be the fault of the local postmaster, because any time he says the mail warrants it we authorize him to make up a pouch for any other town on that line. Usually there isn't any complaint except when a county seat is involved, and they want prompt service with the other offices in that county.

Mr. MADDEN. Suppose he were to comply with the authorization to make a pouch, would you have a sufficient amount of equipment to carry into execution the authorizations? And if he did, how much additional space would it require for all these additional pouches?

Mr. FELT. As to the equipment, of course he is not supposed to keep on hand any great amount of equipment. If there are 70,000 post offices in the United States and each one of these kept only one or two pouches above their actual needs, it would take a great deal of expensive equipment out of service. On the other hand, his delay, at the most, would be to get in touch with the chief clerk, either directly or through the superintendent's office, to provide for the regular exchange, and the clerks on the trunk line would send the additional equipment.

Mr. MADDEN. Is there a sufficient amount of equipment in the service to comply with such requests, assuming they would all make requests?

Mr. FELT. Yes; I think so. You must remember that not all of the post offices are involved in this. A great many of them are on trunk lines and a greater number still are served by "star" routes and rural routes. We have never, in my knowledge, had a shortage of equipment, except tie sacks for newspapers about Christmas time.

Mr. MADDEN. Suppose that all the offices found it necessary to comply with such authorization on account of complaints; that is, all offices supplied by closed-pouch service; how much additional space would that require to be paid for?

Mr. FELT. Approximately none, for the reason that on these small branch lines the regular authorization for space is usually adequate or more than adequate to carry the mail. The 3-foot unit, which is the smallest unit, is supposed to carry 45 sacks or pouches, and on the smaller closed-pouch line, which normally supplies three or four offices, it is seldom filled.

There was only one other point that I have found in my part of the handling of this closed-pouch matter that has not been brought out. The failure of the traveling man to be able to put his letter on the train at the last minute has been noted. It has always seemed to me that it has been not so much a matter of poor service as of local pride. They don't like the mail clerk taken off. The rural districts, small towns of a few hundred inhabitants, think it adds a little bit to their importance if an actual mail train comes through their place; but the service, with the exceptions that have been noted, is just as good and a great deal cheaper.

Mr. MADDEN. What is the difference in expense between the present method of closed-pouch service and what would be involved if you had a clerk on there?

Mr. FELT. Suppose we take a closed-pouch run of 50 miles, for instance. A 3-foot unit for the round trip would cost 3 cents a mile, or \$1.50. That would be a matter of \$450 a year.

Mr. MADDEN. You are only figuring one way now.

Mr. FELT. Both ways; the one-way cost is 1½ cents a mile. Well, if you had a mail car there, the smallest unit is 15 feet, and an apartment car would cost something like \$2,000 to furnish the same service, besides the salary of a clerk. Under the old law the railroad company was not paid for an apartment car. We paid them for a 60-foot car, but not for an apartment car under the weight basis. But when it comes to paying for a 15-foot unit as against a 3-foot unit on the space basis, there is a considerable difference, and if we can render approximately the same service and save about 80 per cent in the cost of administering that service, it would be a considerable saving. I think that is where the department has effected a great part of its saving.

The CHAIRMAN. Now, on that point. If you had a train out of New York—the Birmingham Special or the New Orleans Special or the Memphis Special—now, you assign so much space on that train for the mail, is that it?

Mr. FELT. The actual practice in New York is for the railroad company to place storage cars for certain points. Some of those go on through to Atlanta and possibly clear through.

The CHAIRMAN. The information I wanted is, suppose a train coming in from Boston and the East, and there is an amount of mail largely in excess of the amount of space you authorized on that Birmingham Special, how would you take care of it?

Mr. FELT. We would call on the railroad company to give us space in the baggage car on that train, or if space was not available, to use in another car.

The CHAIRMAN. But you wouldn't know of this shortage of space until the mails were ready for dispatch.

Mr. FELT. Possibly not, if they all happened to come through on close connection trains, but I do not think that the difference would be material whether it was a question of weight or space.

The CHAIRMAN. I am talking about the delay in the mail.

Mr. FELT. I am talking about the delay too. Under the weight basis, the railroad companies were in the habit of regulating the space in accordance with what they knew to be the normal flow of the mails, and if there came to them, under the weight basis, an unusual shipment of mail, they were in exactly the same position they are now. They had to send out to the yard and get another car, if they could, and if it was not available, it wouldn't make any difference whether it was weight or space. The conditions under which they wouldn't have it are the same in either case. So far as a regular authorization is concerned, it may be exceeded, but you agree that that excess mail has to be taken care of by the railroad company giving some space to us, and they do it if they have it. Once in a while, a train is so heavy that they think they can not handle another car, but that would also apply under the weight basis.

With regard to the brief as a whole and our asking for a reclassification for all of these places, it has been pointed out how little the chief clerk's pay exceeds the clerk's pay. A clerk in charge, of the highest classification, gets \$2,000. The chief clerk's basic pay is \$2,100, to which has been added \$200. An assistant superintendent gets \$62.50 more than that, and a superintendent gets \$3.250. We think there has never been enough difference in this gradation, that the supervisory officials should have more pay, not altogether on the matter of the cost of living that affects all of us, but because of the relative importance of the places. And so the clerks I am representing, the heads of these departments, who are now of the same grade as assistant chief clerks, and who are of the same grade as clerks in charge on the road, think we should have some sort of supervisory place. The ability we must have, the experience we must possess, and the work we must perform are all very much more varied and call for more experience and ability than to be a clerk in charge on the road, and we believe that most of us have spent great many years in the service; most of us have been pretty well trained for our places, and we believe that exceptional ability is entitled to some reward in Government service as well as in private service, and that if we are competent to handle these places, we are more competent and should have something more in the way of pay than a clerk in charge on a road assignment, and we believe

that there ought to be some gradation for us in a supervisory place. I have gone into it more in detail in the brief that has been the basis of the whole case, not only in relation to the places I represent specifically, but with regard to the whole force.

Mr. MADDEN. How many of the class you refer to are in the service? There are about 15 divisions, I understand, with about an average of 8 men in a division.

Mr. FELT. No, sir; there are allowed four heads of departments in a division. There formerly were two, but recently the department has authorized two more, but they are not compulsory and a great many of the smaller divisions won't have them.

Mr. MADDEN. You only refer to the men at the heads of these departments?

Mr. FELT. As to the clerks themselves, we have presented their case in the brief and they have a representative here to speak for them. In general, I will say that we ask for a somewhat better status for office clerks than for road clerks, because we have had difficulty in filling our office positions. A road clerk, with his lay-off and travel allowance, is in so much better position than the office clerk that no experienced road clerk wants to come into the office. Our force is recruited from the men who come up from the stenographic force and men in the terminals, and we are asking some consideration in the office force in the brief, not in terms of money alone but in relation to whatever you may fix on the road.

Mr. MADDEN. In other words, you want the salary to be fixed for the place and not for the man.

Mr. FELT. Both in the office and in the official places. The men could then be found to fit the places.

Mr. MADDEN. The salary would go with the place, regardless of the man.

The CHAIRMAN. How much do you get now?

Mr. FELT. \$2,000; that is, a clerk in grade 10.

The CHAIRMAN. And a bonus?

Mr. FELT. No, sir.

The CHAIRMAN. You just get the basic salary?

Mr. FELT. Yes, sir. I live in New York City and have to pay \$52 a month of that to get one room to live in. I haven't a family as Mr. Morris has, but I find it difficult to get along and enjoy any of the amenities of life. I have enough to live on and, like Chief Clerk Morris, I bought me a suit of cloths in honor of coming up here, which is the first I have had in three years. I have enough to eat and a place to sleep, but I have to curtail my pleasures. I have taken my full vacation only twice since I have been in the office in 15 years. That has often been because I did not have enough money to go anywhere for two weeks at a time. What it has cost us has been in the amenities of life. I suppose on \$2,000 a year I could keep from going naked and could keep from starving, but this is my life work, and I expect to devote the rest of my life to it, and if that is so it ought to give me something more than food and shelter.

The CHAIRMAN. How long have you been in the service?

Mr. FELT. About 22 years.

Mr. MOON. Have you any family?

Mr. FELT. Only a wife.

STATEMENT OF MR. WALTER D. AMADEN, OFFICE OF CHIEF CLERK, CHICAGO, ILL.

Mr. AMADEN. Mr. Chairman and gentlemen of the commission represent the railway postal clerks, below the grade of assistant clerk, detailed to the offices of supervisory officials. It is my mission to explain to you that part of this brief which has been submitted by the committee which has reference to these clerks, and, if possible, answer any questions which you may care to ask and which seem pertinent. I wish to emphasize the fact that the provisions made for this class of clerks has the unqualified approval of supervisory officials, the men under whom we are directly employed, the men under whom we work and who know the class of work we perform and who are in a position to know whether our claims are just or not.

The work in a chief clerk's office or in the different departments of a superintendent's office is not comparable to that in any other office. When we think of office work we think of copying and keeping records and reports, using an adding machine, compiling statistics and stenographic work, filing, and ordinary detail work of an office. But that does not apply to the railway mail service. Office work may be compared, to a certain extent, to the Post Office Department in Washington. Each department has a head: there are four Assistant Postmasters General; and there are four departments in each one of the offices. Each one of the clerks in charge of these departments is responsible for the duties that he performs, and in that way it is different from ordinary office work.

We are put in the peculiar and humiliating situation of occupying positions which in their very nature are supervisory, but which do not command an average salary less than that paid the men whom we oversee and direct.

The work in a chief clerk's office is performed by an average of four clerks and a stenographer. While there is no uniformity in the assignment of duties, such assignments being made to fit the requirements of each particular district, their work may be covered in a general way as follows:

They supervise directly practically all of the routine work of the service in each district.

Executive ability is essential both in directing that portion of the service which is under their supervision and in organizing and performing the clerical work.

Discretion and diplomacy are required in handling road clerks and in conducting correspondence with clerks, postmasters, railroad and departmental officials. The element of personal contact is involved many times during the day when dealing with road clerks.

I might say in that regard that when railway-mail clerks come to the office for information it is not always that they go to the chief clerk or assistant chief clerk, and if they do, and it is a matter of examination or efficiency that might possibly influence a promotion or a reduction, they are referred to the particular clerk who is in charge of that work and he deals with the situation himself. Of course, in handling the efficiency system, if an unjust charge is made and the clerk protests it, that, of course, would possibly go to

chief clerk for decision, but, as I have said, there is no uniformity in this work. What is done in one office by the chief clerk or assistant is done, possibly, in some other office by what we call the first clerk, in another office by the second clerk. There is no particular duty performed by the assistant chief clerk, with the possible exception of the assignment of clerks, that is principally confined to assistant chief clerks. And then, there is another item, that of making inspections on the road. That work is always done by the chief clerk or his assistant.

Sound judgment and unbiased decision are required in the interpretation and application of orders and rulings of the Post Office Department.

A thorough knowledge of the postal laws and regulations in so far as they pertain to the Railway Mail Service and the transportation of mails is essential.

Familiarity with and complete understanding of the orders and rulings of the Post Office Department is necessary. Besides special rulings in individual cases, an average of 32 circular letters are received from the division superintendent's office every month, each of which must be interpreted and applied to the daily work. Many of these orders are of a highly important and technical nature involving discretion as regards their application to local conditions.

The work of a chief clerk's office must necessarily be distributed among the different clerks, each one being assigned certain duties over which he exercises complete supervision, and for the proper performance of which he is directly responsible. While the chief clerk and the assistant chief clerk have general supervision over the entire work of the office, the clerks actually performing the service must work out the details and see that the work is promptly and efficiently done. They sign their own mail, using the chief clerk's name and their initials, and dictate all of the correspondence which they handle. The large volume of the work precludes the possibility of either the chief clerk or his assistant giving their personal attention to all matters of importance.

To be more specific, some of the more important duties performed by these clerks, with a note of explanation, are as follows:

POUCH EXCHANGES.

The establishment and discontinuance of pouches made by railway post offices involves to a considerable extent control of the routing of mail matter and the issuing of many orders to railway postal clerks and postmasters. It requires an extensive knowledge of railroad time tables.

SPACE SYSTEM.

The method by which the compensation of railway companies for transporting the greater portion of the mail is determined consists of the making of recommendations upon which contracts are based and involves the issuing of orders to railway postal clerks, including, of course, clerks in charge, the handling of requests for emergency space, and the making of regular reports to the division superintendent against which the claims of the railroad companies for com-

pensation are checked. The recommendations are usually, but always reviewed by the chief clerk, and the handling of the entire subject in other respects generally devolves upon one of these clerks.

EXAMINATIONS.

The assignment and conduct of the examinations of railway post clerks on schemes of distribution, line connections, postal laws and regulations, space-system rules, and the inspection as to conditions of clerk's schemes, schedules, book of instructions, and registry records. The examiner also gives instructions to new appointees regarding their duties and advises them as to methods of study and preparation for examinations. He also must keep a correct file of all general and standpoint schemes used in the district and keep same correct to date. The very foundation of our service, the accurate distribution of mails, and the efficiency of the postal service in general depends to a great extent upon the manner in which this department of the work is conducted.

EFFICIENCY RATING SYSTEM.

The method by which a clerk's efficiency and worth is determined, resulting in the railway postal clerk receiving or being denied promotion, being reduced in grade, or removed from the service.

TRIP REPORTS.

These daily reports of clerks in charge should show a complete history of each trip. Excerpts are made from them to be used as information and as the basis of investigation for corrective action.

PAY ROLLS.

The proper performance of this duty calls for accurate adjustment of salary and travel allowance in all cases of absence from duty, also preparation of travel-allowance statement which fixes the amount of per diem to be authorized for each run. A revision of the statement is required whenever there is any material change in the train schedules or the assignment of clerks.

REGISTERED MAIL.

Specific authorization is required for the dispatch of registered mail under exceptional conditions, and these clerks in many cases initiate the recommendation upon which such authority is based.

OFFICIAL DIAGRAMS .

The preparation of official diagrams for use in railway post office is highly important. Upon the convenient manner in which the different separations in the case used by the clerk in the distribution of the mail is arranged depends, to a very large extent, the celerity with which he performs his work.

From this detailed statement of the more important duties performed by clerks below the grade of assistant chief clerk, it is readily seen that it requires not only executive ability and initiative, but also practical experience and technical knowledge which can only be acquired by several years' experience as a railway postal clerk in a railway postal car and by office training, to properly and efficiently discharge the duties of these positions.

As proof of the fact that, in general, the duties of a railway postal clerk, whether he be assigned to a railway postal car or in the office of a supervisory official, is of a technical nature, the following charge is quoted from the official schedule of the efficiency rating system compiled and adopted by the Post Office Department. It reads:

When a clerk can not apply to his work the technical knowledge gained in study of schemes and book of instructions, minus 80.

In many business houses the work of its clerks is merely a mass of detail, and is laid out each day by the office manager or chief clerk, by whom it is reviewed and corrected. In offices of supervisory officials of the Railway Mail Service, the work of each clerk is stationary and regular, and clerks assigned to each duty are held strictly responsible for its accuracy. They are, of course, subject to the wishes of their superiors, but, as a general rule, they perform their duties in an individual and independent manner.

It may seem to some of you gentlemen that some of these duties performed in the offices dovetail; a chief clerk performs one duty, the assistant chief clerk performs that same duty in another district, and in still others it may be performed by the first, second, or third clerk. There is no uniformity in the organization of the chief clerk's office. We gathered data to show that with the exception of the assignment of clerks and the car-inspection trips, every duty performed in the chief clerk's offices is performed differently throughout the country in the various chief clerks' offices.

Mr. MADDEN. That would necessarily be so. It wouldn't be possible for the chief clerks to do it all. Nobody could assume that the chief clerk was going to do it all, but he must be familiar with the method and with the efficiency with which the men under him do it.

Mr. AMADEN. One of the important points is that if this work in the office is to be efficiently done it requires experienced postal clerks who have served time on the road. The average of the office clerks' experience on the road is about seven and a half years, and the average in the office is a little bit less than five, and there is a combination that insures efficiency.

Mr. MADDEN. In other words, there would be no sense in putting a man into one of these places unless he had the experience that would, at least, enable him to know the technical terms of the objects that come under his charge.

Mr. AMADEN. Yes; but on account of the recent classification of these offices by the Post Office Department, clerks on the road will not come into the office.

Mr. MADDEN. Because they are getting more pay, or because of easier work?

Mr. AMADEN. They are getting more pay.

Mr. MADDEN. How much pay do you get?

Mr. AMADEN. \$1,600.

Mr. MADDEN. How long have you been in the service?

Mr. AMADEN. About seven years.

Mr. MADDEN. You are in what grade?

Mr. AMADEN. Grade 6.

Mr. MADDEN. You came off the road?

Mr. AMADEN. Yes, sir; I served four years and a fraction on the road.

Mr. MADDEN. What is your suggestion about the pay of the men performing functions of the type which you describe?

Mr. AMADEN. The pay of what we term the first clerk, which has always been a little higher, we thought should be comparable to that of a clerk in charge; that is, \$300 in excess of that drawn by the clerks over whom he exercises partial supervision. The road clerks are asking for \$2,500 and the clerks in charge, \$2,800. We figured that would give us \$3,100. That is one grade below the assistant chief clerk and is the same relative grade that has been in effect.

Mr. MADDEN. How many clerks are in the 15 divisions doing the same work as you do?

Mr. AMADEN. The average number in an office is about five and there are about a 110 chief clerks' offices.

Mr. MADDEN. That would be 550?

Mr. AMADEN. Yes, sir.

Mr. MADDEN. Do you suggest the propriety of making the chief clerks in the chief clerks' offices in a grade by themselves; cut them out of all other connection with every other branch of the service and make them into a branch by themselves?

Mr. AMADEN. No.

Mr. MADDEN. What is your suggestion?

Mr. AMADEN. As the official brief says, our position is primarily between that of a clerk in charge and the assistant chief clerk.

Mr. MADDEN. You don't want to put them into the supervisory class?

Mr. AMADEN. No, sir; they properly do not belong in the supervisory class.

Mr. MADDEN. But you think they are of a higher grade service than a clerk in charge on the road?

Mr. AMADEN. I wouldn't say they perform services more important to the Railway Mail Service, but I do say that if you are to get men from the road to perform this work it is essential that you should—and it is essential in order to keep the efficiency of the service in proper condition that you do get them from the road—that you should make an inducement to get them to give up their lay-off. And if you do not do that, how are you going to get them?

Mr. MADDEN. That is what you are here to suggest.

Mr. AMADEN. That is what I have suggested—that these positions be made attractive to the better men from the road.

Mr. MADDEN. You mean to say that you would take the best men off the road and put them into the offices?

Mr. AMADEN. Yes, sir.

Mr. MADDEN. The best men on the road, because they would be better in the offices?

Mr. AMADEN. If we have a vacancy we take it up with the road clerks, who have shown executive ability and who are good conscientious clerks, with the idea of inducing them to come into the office, but they have generally turned us down. The road clerk figures his lay off at practically half his salary, and also the loss of expense money is an object which kept several clerks from going into the office. They are out daily expense for car fare and lunches.

Mr. MADDEN. A road clerk doesn't get any expense money until he has been on the road 10 hours.

Mr. AMADEN. Yes; but it works a deduction from his salary.

Mr. MADDEN. He may be out less than 10 hours and would have to pay his own expenses. Of course, you have to pay your living expenses, but you don't have to pay that.

Mr. AMADEN. Quite frequently we are called upon to make runs on the road and we get no per diem. I have made several trips on the road for which I got no per diem.

Mr. MOON. What do you think the salary for performing the duties you perform ought to be?

Mr. AMADEN. It should be based, primarily, upon the salaries of clerks in charge on the road. It should be one grade higher.

Mr. MOON. How much money ought you to have?

Mr. AMADEN. Well, I think they have agreed upon \$3,100.

Mr. MOON. How much?

Mr. AMADEN. \$3,100.

Mr. MOON. You are getting \$1,600 now and want a raise of \$1,500?

Mr. AMADEN. Well, you see, I am not of the highest grade. I am a Grade 6 man. My position permits of a Grade 9 man. Most of the clerks holding the same position as I do are drawing \$1,900.

(Subsequently Mr. Amaden filed the following statement:)

To the Joint Commission on Postal Salaries

The purpose of this statement is to show the classification and salaries justified by the character of the work and requirements of the service for railway postal clerks below the grade of assistant chief clerk, detailed to the offices of chief clerks and division superintendents of the Railway Mail Service.

In order to show the relative standing and importance of the various positions in the field service, the following comparison to a large industrial organization may be of value.

RAILWAY MAIL SERVICE.

INDUSTRIAL EQUIVALENT.

Division superintendent.

General manager.

Assistant division superintendent.

Assistant general manager.

Chief clerk.

Branch superintendent.

Department head, superintendent's office.

Department manager.

Chief examiner (with two or more assistants).

Department manager.

Assistant chief clerk.

Assistant branch superintendent.

First clerk.

Subdepartment manager.

Examiner.

Subdepartment manager.

Second and third clerks.

Foremen.

Clerk in charge of road crew.

Foreman.

Additional clerks in office or on road.

Skilled workmen with technical training.

As this work requires a knowledge of the technical nature of the Railway Mail Service, railway postal clerks are detailed from the road to assume these duties. The clerks now in these offices have served an average term of seven years and five months as railway postal clerks performing service in railway

postal cars, and have been in the office an average of six years and three months. The following table shows the average period of service in each capacity by grades:

	Years on the road	Years in office.
First clerk.....	Ten years three months....	Eight years six months.
Second clerk.....	Eight years three months..	Six years nine months.
Third clerk.....	Five years six months....	Five years seven months.
Additional clerks.....	Four years nine months...	Three years five months.

There is no intention to make any disparaging or invidious comparisons or statements, but in order that correct conclusions may be drawn, it is necessary to call particular attention to the fact that there is no uniformity in the assignment of work to the office force throughout the various districts. For instance, districts situated at division headquarters vary from those in isolated locations; districts that supervise terminal railway post offices vary from those that do not include that branch of the service.

There is also a great difference as to the size of the office force. The maximum number of clerks is 10, the minimum 1, and the average 5; and from this it will be apparent that a large portion of the work that may be performed in some districts by the chief clerk or the assistant chief clerk, must in others be assumed by different members of the office force.

There are from 60 to 75 items of routine work in chief clerks' offices, and a few of the more important duties performed by clerks below the grade of assistant chief clerk will be described in order to show as clearly as possible the discretion and degree of responsibility, initiative, and supervision required of them. The extent to which these clerks handle this work will be indicated by percentage figures in parenthesis preceding each item; that is, "(64)" indicates that these clerks assume personal responsibility for the work in 64 per cent of the districts, and that therefore the chief clerk or his assistant handles it in 36 per cent.

(64) *Pouch exchanges*.—This duty involves the establishment and discontinuance of pouches, and thereby to a considerable extent the routing of mail matter is controlled. It necessitates initiating such action from railroad time tables, as changes occur from time to time, and issuing the required instructions to clerks in charge, railway postal clerks, postmasters, and railroad officials. The Postal Service can be seriously affected if this work is handled by a clerk lacking technical work and experience, or by one who fails to exercise proper discretion or initiate action before it is suggested by complaints.

(70) *Examinations*.—Clerks performing this highly-important service assign and conduct examinations of clerks in charge and other clerks on their schemes of distribution, railroad connections, postal laws and regulations, and rules governing the application of the space system. They inspect the condition of clerks' schemes, schedules, book of instructions, and records of registered mail handled. They instruct new appointees as to methods of study and preparation for examinations, and as to the technical nature of their duties and responsibilities as railway postal clerks. They also keep a file of all schemes used in the district and correct same from weekly general orders issued by the different division superintendents. The average number of States upon which they give examinations, including those by general and standpoint schemes, and on railroad connections, is 12. The chief examiner at Chicago examines on 36 States and 8 cities. The very purpose of our service, i. e., the accurate distribution and dispatch of mails, and the efficiency of the Postal Service in general, depend to a very great extent upon the manner in which this department of the work is conducted. Experience in the actual distribution of mail matter is essential, and the examiner, necessarily coming in contact with clerks in charge, as well as other clerks, should be of superior rank in order to command proper respect and authority.

(68.) *Space system routine*.—This subject naturally resolves itself into two divisions: (1) Recommendations upon which contracts with railroad companies are based, and (2) the routine work which consists in handling requisitions for emergency space, including the compilation of regular reports showing the service performed by railroad companies, against which their claims for compensation are checked, and upon which the division superintendent bases his certification to the Post Office Department. These clerks initiate and make recommendation for the discontinuance or establishment of space authoriza-

tions in 16 per cent of the districts. In order to guard against extravagance and needless payments to railroad companies, and at the same time provide adequate storage space for the accommodation of the mails, it is necessary that the one in charge of this detail be thoroughly experienced in road service and capable of adapting that knowledge sensibly and practically to road conditions.

(100) *Trip reports*.—These daily reports by the clerks in charge are supposed to be a complete history of the trip, and they must be carefully checked to see that all important details are not only mentioned but fully covered. A transcript is made of the report of each irregularity, and these excerpts are used as the basis of investigations, and for disciplinary action, not only against clerks in charge and other clerks, but mail messengers, postmasters, and railroad companies. When the irregularity is chargeable to a mail messenger or railroad company, the case must be briefed against the offending party, which action usually results in a suitable fine. It is necessary to have many reports corrected and amended on account of errors and omissions, which can be detected only by one who is thoroughly familiar with the work in a postal car. Technical knowledge and experience are required to satisfactorily handle this work, and as the business of this department is conducted in most cases with clerks in charge, the one having supervision of it should be of equal rank.

(52) *Efficiency rating system*.—This is the method by which a clerk's efficiency and worth is determined, resulting in clerks being allowed or denied promotion, reduced in grade, or removed from the service. The basis of many charges is complicated, and the proper administration of this system requires a practical and comprehensive knowledge of the railway mail service and the exercise of discretion and unbiased judgment. Many proposed charges are protested by clerks, and a careless or indifferent management of this detail or a lack of practical understanding of conditions on the road will discredit the Post Office Department in the eyes of the clerks and destroy the morale of the service.

(62) *Pay rolls*.—A certification of deductions and adjustment of travel allowance due railway postal clerks in all cases of absence from duty is made semimonthly to the division superintendent. A statement fixing the amount of travel allowance to be authorized for each run must be prepared, and the one responsible for this not only computes and adjusts the salary and travel allowance in individual cases of absence from duty, but initiates a revision of the permanent "Statement of travel allowance" whenever there is a material change in railroad time tables, or the assignment of clerks, both in order to avoid overpayment and to give clerks the allowance for traveling expenses to which they are entitled under the law.

(36) *Registered mail*.—Specific authorization is required for the dispatch of registered mail under exceptional conditions, and this action is usually initiated and the authorization obtained upon the recommendation of the chief clerk's office. Familiarity with railway mail service and local railroad conditions is required, and it is necessary that proper judgment be exercised in this matter, which affects a very important class of mail matter.

(68) *Official diagrams*.—Diagrams showing the number and location of separations that are to be made in postal cars are prepared in the chief clerk's office. It is important that these diagrams of the letter cases and paper racks show all essential separations, and that the number provided is not in excess of that permitted by the space authorization. Upon their convenient arrangement depends to a very great extent the celerity with which the distribution of mails is performed. It is obvious that only one who has had practical experience in the distribution of mails, and who is well acquainted with the conditions in the car on each run, can satisfactorily discharge this duty.

(28) *Leaves of absence*.—The granting of leaves of absence involves the filling of temporary vacancies, either directly by a substitute clerk or by shifting one or more members of a crew and placing the substitute in the least important assignment. The question of crew organization is, of course, a very important one, and to properly solve it requires not only practical experience but executive ability.

(56) *Mail weighing*.—A quadrennial weighing of the mails is made over a portion of the closed-pouch lines, and its supervision requires thorough knowledge of the pouch exchanges, the work being usually done by the clerk that handles that subject. While on account of the adoption of the space system the weighing of mails is now confined to comparatively few lines, if that plan should be finally rejected by the Interstate Commerce Commission, it is quite likely that

the weight system will again become universal. The subject is quite important regardless of its extent, as it is the basis of contracts between the Post Office Department and the railroad companies.

(56) *Briefs.*—Delinquencies and omissions on the part of railroad employees and departmental mail messengers in handling the mails under their charge are investigated, and when the responsibility is found to lie with them the case is briefed against the contractor for fine or deduction from his fixed compensation.

There are many other duties performed by railway postal clerks assigned to offices which require ability of a high order and a thorough knowledge of the technical nature of road service. However, these descriptions are sufficient, we believe, to show the relative standing and the importance of the work. These clerks are constantly dealing with clerks in charge as well as lower-grade men, adjusting differences, settling disputes, and handling the various situations which arise with a view of locating responsibility and fixing the penalty in the case of irregularities requiring the application of the efficiency system.

The organization of these offices, authorized effective July 1, 1919, provides for one clerk at \$1,900 per annum, two (including the examiner) at \$1,800, one at \$1,700, one at \$1,600, and all others at \$1,500 per annum. Although these figures represent the maximum to which office clerks can advance automatically and meritoriously, many of them are receiving less than the maximum salary provided for, and in many other cases clerks were reduced in salary. The recent increase in the number of resignations and transfers to road duty indicates very clearly that this office organization and salary scale will soon result in serious demoralization of the office force and the loss of the experienced men now holding those positions. There is no inducement for ambitious and capable men to accept office assignments requiring executive ability in addition to their technical training, when they can do so only at the sacrifice of their personal interests. Due to these causes, the loss of competent men from the office force, as shown by reports received from 63 districts, was 2 per cent in 1917, 14 per cent in 1918, and 25 per cent in nine and one-half months of 1919. Unless conditions are remedied it is reasonable to believe that office men will be compelled to transfer to the road, if permitted to do so.

As the first clerk handles about one-half of the more important duties, he should be rated higher on account of the greater responsibility and more extensive experience required to fill the position. He is the understudy for the assistant chief clerk, takes charge of that work when he is absent from duty, and assists him in handling it during the frequent absences of the chief clerk.

The examiner is the head of a distinct department. The chief examiner, or points where he must have two or more assistants, should be rated on an equality with the heads of departments in superintendents' offices, with the first assistant of the same rank as first clerk, the next two of the same rank as clerks in charge and all others of the same rank as distributors of the highest road classification. In other words, where local conditions warrant, this should be considered an additional department of the superintendent's office. The single examiner, or examiner with only one assistant, should be of equal rank with the first clerk, and the assistant should be rated as a second clerk.

The second and third clerks are assigned that part of the more important work not performed by the first clerk, and in addition thereto other duties of a technical nature requiring special training gained only by road experience. The importance of their duties, and the degree of responsibility attached easily entitle them to a rating equal to that of clerk in charge of the highest road classification.

Additional clerks perform the detail work of the office, although in emergencies they are charged with handling some of the more important work. Their services are of as great utility as that of distributors of the highest road classification. The knowledge gained by experience in a postal car is essential. They must be trained railway postal clerks, and should in no case lose the identity as such.

Stenographers should be considered in two groups: (1) Those who entered by the Railway Mail Service examination, and (2) those who entered by the classified service stenographic examination. The first group are experienced railway postal clerks, who, in addition to their knowledge of road work, have equipped themselves so as to perform the duties of stenographers. Many were urged to take this step by supervisory officials, and they accepted these positions at the request of their official superiors with the understanding that they would not thereby lose their status as railway postal clerks of the highest road classification. Most of them are assigned duties of responsibility, their stenographic

graphic work being only incidental to the day's work as a whole, and they should not be penalized for their interest in and their fidelity to the service. They are entitled to the maximum salary for their grade as railway postal clerks. Those clerks who entered by the classified service examination should be given an opportunity to secure the necessary road experience by assignment to a railway post office line for a definite period, and thus be permitted to qualify for the higher positions in the office.

The work performed by railway postal clerks detailed to the different departments of division superintendent's offices, is in all respects comparable to that performed in chief clerks' offices, and requires the same practical road experience, the same discretion, judgment, and executive ability. They should be rated and classified the same as those in chief clerks' offices. One great advantage in such classification lies in the facility with which transfers can be affected from one office to another, which advantage will permit the shifting of clerks in the best interests of the service without disadvantage to the individual.

Clerks whose records will permit of meritorious promotion under present rules governing promotions should be advanced at once to the maximum salary provided for their assignment. Clerks who have attained the maximum grade, and who may have been promoted to the position of clerk in charge, or to a higher rank, should immediately receive the maximum salary of the position to which they are advanced. The present law providing that such maximum salary earned by promotion shall be attained at the rate of not to exceed \$100 per year, is unjust. It is reasonable to believe that promotions are made because they are earned and deserved, and if this is so, clerks being so rewarded are entitled to the material advantage of the increased salary at the time the promotion is made, in accordance with long established custom in the commercial world.

It has been shown that the satisfactory performance of the work in the offices of supervisory officials of the Railway Mail Service requires previous experience in the postal car, and the practice of detailing railway postal clerks from the road is the only way in which capable office men can be obtained. Therefore it is necessary to provide an organization and salary scale which will afford the office men opportunities for advancement at least equal to those which they would have enjoyed had they remained on the road.

Every business enterprise should be so conducted as to permit employees who show special ability or ambition to progress and seek the higher assignments, and such higher assignments should carry with them the reward to which those securing the promotions are entitled. Railway postal clerks assigned to lines or terminal railway post offices should have this opportunity and when advanced to positions of responsibility in offices of supervisory officials should receive increased salaries in lieu of the added responsibilities which they assume. At the present time clerks holding such positions are receiving an average salary less than that of the men whose work they help to supervise and direct.

In chief clerks' offices and in the departments of superintendents' offices where the average number of clerks is not required, the scope and volume of each individual's duties are much larger. Therefore in such offices or departments where there is but one clerk he should be rated as a first clerk; where there are but two clerks, they should be rated as first and second clerks; and where there are only three clerks, they should be rated as first, second, and third clerks, providing that in no case should examiners be rated lower than first clerks.

For the reasons as set forth in this statement it is believed that railway postal clerks below the grade of assistant chief clerk detailed to the offices of chief clerks and departments of offices of division superintendents should be graded and their salaries fixed as follows:

First clerk.....	\$3, 100
Second clerk.....	2, 800
Third clerk.....	2, 800
Other clerks, including railway postal clerks detailed as stenographers..	2, 500
Stenographers (not railway postal clerks).....	2, 000
Chief examiner with two or more assistants.....	3, 600
Examiners	3, 100

In conclusion, we desire to take this opportunity of thanking the members of this commission for the democratic manner in which this investigation is

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Clerks whose records will permit of meritorious promotion under present rules governing promotions should be advanced at once to the maximum salary provided for their assignment. Clerks who have attained the maximum grade, and who may have been promoted to the position of clerk in charge, or to a higher rank, should immediately receive the maximum salary of the position to which they are advanced. The present law providing that such maximum salary earned by promotion shall be attained at the rate of not to exceed \$100 per year, is unjust. It is reasonable to believe that promotions are made because they are earned and deserved, and if this is so, clerks being so rewarded are entitled to the material advantage of the increased salary at the time the promotion is made, in accordance with long established custom in the commercial world.

It has been shown that the satisfactory performance of the work in the offices of supervisory officials of the Railway Mail Service requires previous experience in the postal car, and the practice of detailing railway postal clerks from the road is the only way in which capable office men can be obtained. Therefore it is necessary to provide an organization and salary scale which will afford the office men opportunities for advancement at least equal to those which they would have enjoyed had they remained on the road.

Every business enterprise should be so conducted as to permit employees who show special ability or ambition to progress and seek the higher assignments, and such higher assignments should carry with them the reward to which those securing the promotions are entitled. Railway postal clerks assigned to lines or terminal railway post offices should have this opportunity and when advanced to positions of responsibility in offices of supervisory officials should receive increased salaries in lieu of the added responsibilities which they assume. At the present time clerks holding such positions are receiving an average salary less than that of the men whose work they help to supervise and direct.

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Examiners	3, 100

In conclusion, we desire to take this opportunity of thanking the members of this commission for the democratic manner in which this investigation is

being made, in permitting employees of the service to either appear before us in person or file briefs covering their argument. We believe that our efforts will not be in vain, that ours is a just claim, and we earnestly request your careful consideration of our cause.

Respectfully submitted.

WALTER D. AMADEN.

Office of Chief Clerk, District 5, Ninth Division, Chicago 111

WALTER M. SHARP,

Office of Chief Clerk, District 7, Seventh Division, Kansas City, Kans

STATEMENT OF MR. E. J. WINSTON, BOSTON, MASS., REPRESENTING RAILWAY POSTAL CLERKS ASSIGNED TO OFFICES OF DIVISION SUPERINTENDENTS.

Mr. WINSTON. Mr. Chairman and gentlemen, you have heard from the superintendents and assistant superintendents and the chief clerks and the heads of departments. I represent the clerks employed in the offices of division superintendents, under the heads of departments and division superintendents—practical railway postal clerks, with road experience and office training, highly trained specialists in every sense of the word. Inasmuch as the superintendents and assistant superintendents of divisions are away from their headquarters from 25 to 50 per cent of the time, and as their detail is on matters of transcendent importance as the personal representative of the department—the work of these offices devolves almost in its entirety upon the heads of the executive, record, railroad, and scheme departments, and, owing to the volume of the work assigned to each department, it is, of course, impossible for the head of such department to attend personally to any but the most vital and important cases; therefore the bulk of this essential administrative and supervisory work must necessarily fall upon the subordinate clerks, and I will endeavor to place before you first, the responsibilities of these positions; and, secondly, the qualifications of the clerks who are fulfilling successfully the obligations of this important work, and of whom it may be justly claimed are acting in a minor supervisory capacity. I also expect to demonstrate to you wherein a grave injustice has been done these clerks by a reorganization made effective by the department on July 1, 1919.

First of all, I wish to point out that it is axiomatic that the successful conduct and administration of the Railway Mail Service as applied through the division superintendent depends largely on the ability, tact, and the analytical and sound judgment of the subordinates with whom each division superintendent has surrounded himself.

Mr. MADDEN. Let me ask you: Isn't it a mark of the superior executive judgment on the part of the chief of the office when he proves his ability to surround himself with men of genius, who will make a record, not only for themselves, but for him?

Mr. WINSTON. Yes; and we want to give him the opportunity to surround himself with the best men attainable, which will be impossible under present reorganization, as I will show later.

Mr. MOON. How much money do you get now?

Mr. WINSTON. \$1,700.

Mr. MOON. How much do you want?

Mr. WINSTON. The position I now hold I believe should pay the same as a clerk on the road, who are asking for \$2,500.

Mr. MOON. You want a raise of \$800?

Mr. WINSTON. Yes, sir. I wish to point out that I have been in the Railway Mail Service for over 13 years. I was appointed as a railway postal clerk, and served about 10 years on the road on heavy lines and light lines, and I am also familiar with the office work. I have been in the office pretty nearly three years, and I have also, in my spare time, learned stenography, and therefore I think I should be entitled to the same advancement I would have had if I remained on the road.

Mr. MADDEN. Will you let me tell you a story of a man I know? A friend of mine operating a big factory employed a high-school graduate who knew stenography to come into his office. He paid him \$21 a week to begin. After he worked a week he said he wanted to quit, and the next week the proprietor of the factory went into the factory and saw this young man pushing a truck. He said to him, "What are you doing that for; I thought you had quit?" The answer was, "I can make \$5.75 a day pushing this truck, instead of \$21 a week pushing a typewriter."

Mr. WINSTON. Well, that is the same thing we are going to have in these departments. We are prevented from going ahead like the clerks on the road, and the greater percentage of our men are kept lower than they would have been had they continued on the road. They are going to go out and distribute the mail, and push it around in the storage cars because they can get more money, and the important work performed in the superintendents' offices will suffer accordingly.

For me to go into the details of the work of these clerks would take many minutes and perhaps hours, and would be wearisome to you, but I would respectfully request that you scrutinize closely with a critical eye my brief conveying an idea of the diversified and important character of the duties of these offices.

To summarize, however, I will state that the correction of all irregularities in the handling of first-class, parcel-post, periodicals, and registered mail, or damage thereto, the records which determine the railway postal clerk's fitness for promotion, or for advancement to clerk in chargeships, the multitudinous reports, and statistics required by the department, the application of the efficiency system in a uniform manner, with a view of injuring no good clerk or helping a poor one; the certification of the payment of the salaries of railway postal clerks to the average number of over 1,200, entailing quick and accurate work, the reviewing of errors and instruction to road clerks and postmasters regarding same, the examination of road clerks on the postal laws and regulations, space authorizations, and on the distribution which they must necessarily perform, the handling of all supplies, about 1,500 in number, and forwarding same to an average of over 1,200 clerks and many postmasters, the conduct of weighing of mails on closed-pouch trains quadrennially, and on new service, the handling of transfers from one line to another, the furnishing of additional temporary and summer or winter clerks, the handling of all bonds for Railway Mail Service employees, the keeping of comparative records to determine promotions, the roster and vital statistics of clerks, the computing of travel allowance, the probationary records of substitute clerks, the United States compensation cases, overtime and holiday service of transfer and terminal

clerks, requisition to the department for supplies, decision on appeals of clerks affecting their pay, assignment, and seniority, inspection of cars furnished by the railroads, recommendation for space and service, or the curtailment of unnecessary space, or service. all recommendations to the department of electric service or special treatment of registered mail, the records of mail messenger and star route service, the certifying and checking of all affidavits submitted by railroad companies under the rules and regulations of the space system.

In this connection I might say that this latter work alone is instrumental in saving to the Government thousands of dollars annually, inasmuch as the auditing departments of the railroads which submit these affidavits are not always informed by the operating departments of the failures which occur, and as affidavits submitted by the railroads usually show full service—the vigilance of the clerks in noting failures, with return of affidavits to the railroad companies for correction—is absolutely responsible for reducing the compensation paid these railroads, thus effecting a direct saving to the department. The handling of complaints from publishers of dailies and periodical publications, the proper dispatch of special mails by publishers, also of circular mails, the preparation and keeping of all schemes and schedules on which the whole fabric of the Postal Service is constructed—these are some of the duties, gentlemen, devolving on these subordinate clerks for whom I am pleading to-day, and I want to impress on you that the successful performance of this work is absolutely dependent on road experience, on training, thorough knowledge of the postal laws and regulations, and department rulings, myriads in number.

To show the number of rulings, I might state that in the space system not yet three years old, there have been 450 rulings issued by the department in addition to the original 53-page book of instructions which clerks in the railroad section have to familiarize themselves with. In the performance of these duties, these clerks issue orders to railway postal clerks, clerks in charge, postmasters, chief clerks, and publishers, in many cases signing or stamping the division superintendent's name, and in case of any error or misunderstanding, they, and not the superintendent are directly responsible.

Now, as to the personnel of these offices: Are they practical railway postal clerks? Have they performed actual road duty?

Gentlemen, we have sent out questionnaires covering this phase, and replies submitted show the average age of these clerks to be 41 years, the average road experience, 7½ years, and the average office experience 9½ years.

In that connection I might say that we find from questionnaires that the average salary of clerks below the heads of departments, excluding stenographers is \$1,710, and that when all these clerks have attained the promotions to which they are entitled, they will simply be increased to an average of \$1,764, and to obtain this will take one, two, and three years. For instance, Mr. Amaden is a \$1,600 clerk on a \$1,900 assignment. In business life, if he receives a promotion like that, he would receive immediately the \$1,900 salary. Here he receives a \$100 a year until he attains the \$1,900.

Mr. MADDEN. You object to that?

Mr. WINSOR. decidedly, I do.

Mr. MADDEN. You are aware that this method of promotion was suggested by the men in the Railway Mail Service themselves?

Mr. WINSTON. Yes; but like everything else there has been a lapse of time, and this method has been found wanting.

Mr. MADDEN. You are not complaining about your own baby, are you?

Mr. WINSTON. Sometimes the conduct of our children, when they start to grow up, worries you to death. The idea is that after a thing has been tried and is not satisfactory, there is no reason why it should be continued.

Mr. MADDEN. I was just wondering whether you knew it was a creation of the minds of the men who are doing this work of genius you are describing.

Mr. WINSTON. There is no reason why a clerk in the office, or on the road, who is promoted—there is absolutely no reason why he should not receive the limit at once. He is responsible and is doing the work, and he has had the previous experience and training which qualifies him to do the work.

These figures show conclusively, gentlemen, that these office clerks are graduate railway postal clerks, and I think you will agree with me that their road experience, plus their office training, plus their knowledge of the many department rulings, plus their knowledge of the postal laws and regulations, plus their knowledge of stenography in many cases—in view of the immense amount of moneys involved in the handling of pay roll, travel allowance, railway post office and close-pouch authorization, and further in view of the fact that they issue instructions and act in a supervisory capacity—should entitle them to more compensation than if they had remained on the road. Yet, what are the facts? The startling truth, gentlemen, is that of the 290 clerks in the division superintendents' offices about 73 per cent are receiving less than the maximum salary of the ordinary class C road clerk. And why? Because, gentlemen, on the 1st of June, 1919, the department ordered a reorganization of division superintendents' and chief clerks' offices, to become effective July 1, 1919, which absolutely destroyed our standing of many years as railway postal clerks. It should also be borne in mind that these 290 clerks include also the heads of sections. The percentage of clerks below the heads of sections with lower than class C rating could be much greater.

The department may have had a legal right to do this, gentlemen, but I submit that from an ethical standpoint at least it was untimely, in view of the fact that your commisison was appointed for the very purpose of readjusting salaries in the Postal Service.

Mr. MADDEN. What effect did the reorganization have, briefly?

Mr. WINSTON. It had this effect: That in each section in an office there was only one clerk who could attain a rating higher than an ordinary clerk in class C, and one other clerk a rating the same as a class C clerk, while for the rest of the \$1,700 and \$1,600 and \$1,500 clerks it is impossible for them to get any higher.

Mr. MADDEN. You mean to say they are not entitled to their automatic promotions?

Mr. WINSTON. They have a fixed figure; they call them assistants.

Mr. MADDEN. They have taken them out of the grades?

Mr. WINSTON. Yes, sir; they have practically taken us out of the Railway Mail Service, and we were appointed and served as railway postal clerks.

Mr. MADDEN. They put you in another class?

Mr. WINSTON. That is practically what it amounts to, and the fact that this was done prior to July 1 prevented many of us from receiving the promotions we would have been entitled to under the provisions that created an additional grade July 1. And next year, on account of the fact that there is a fixed figure, there will be 65 per cent who will receive absolutely no increase in compensation unless there is a change made in the meantime.

Now the Sixty-fifth Congress last year in the Post Office appropriation bill created an additional grade in all three classes. Many of you gentlemen took part in the passage of that act. You intended to give all railway postal clerks an extra \$100, to make a slight increase in the high cost of living, did you not? Yet what actually happened? Very nearly every United States postal employee, except carrier, railway postal clerk, except those in grade 10, whether on the road or terminal, regardless of the classification of line, received an increase either as an automatic promotion or as a result of the legislation effective with July 1, with the exception of the railway postal clerks assigned to division superintendents' and chief clerks' offices, of whom 26½ per cent in division superintendents and chief clerks' offices received absolutely no increase in compensation, and 65 per cent will receive no increase next year.

That, gentlemen, is one reason why we oppose this reorganization of the department, but there are many more trenchant reasons. This reorganization places railway postal clerks who happen to be assigned to the offices of division superintendents and chief clerks on a comparative basis, allowing the promotion of only one clerk in each division below the department heads to a grade higher than an ordinary clerk in class C, and which allows only one additional clerk to attain the rank of ordinary clerk in class C and absolutely prohibits all other clerks, whom, I repeat, are graduate railway postal clerks with an average of seven and one-third years of service on the road and nine and one-third years of office experience, and who are performing the work of supervisory officials—from attaining the same grade they would be entitled to had they remained on the road, and they entered these offices principally for the reason that they were graduates prior to this ubiquitous reorganization, with the higher of the two grades of clerks—with better chances for advancement. This placing of personnel of these offices on a comparative rating basis with salaries ranging from \$1,100 to \$1,900 not only is opposed by these clerks as inimical to their interests but also meets with the disapproval of their superiors in the field, the division superintendents and chiefs of divisions, as attested by the action of the committee of nineteen consisting of those supervisory officials, who met at St. Louis and arranged for the self-same schedule which I am to present to you. I wish to emphasize that point, gentlemen, that this range of salaries which we are asking you to accept for these subordinate clerks is a scale prepared by their superiors, men thoroughly in touch with the conditions under which we work and familiar in toto with the responsibilities of our positions and the qualifications necessary to perform them, and with a full knowledge of the manner in which we are discharged.

g these duties; and, while we believe that these salaries are very conservative, they are satisfactory to these so-called subordinate clerks.

Mr. MADDEN. Your contention is that whereas under the law you would have been entitled to an increase in compensation, under the regulation that has been fixed July 1 you will become stationary?

Mr. WINSTON. Yes, sir; we not only lose the present year—of course all clerks didn't—but we are at a standstill. The only chance for advancement in my case is through the reduction of some other man in the office or through a death.

That is why we are so strongly opposed to it. Now, this reorganization that we are opposed to not only meets with our opposition but it meets with the disapproval of our immediate superiors. That is shown by the committee of 21, consisting of 5 division superintendents, 7 chief clerks, either 1 or 2 assistant chief clerks, 4 heads of departments, and 2 clerks of the highest grade in chief clerks' places. They met at St. Louis and practically arranged for this plan we are asking for. Of course, these gentlemen are thoroughly familiar with the situation and familiar with the responsibilities of our positions and the qualifications necessary to perform same, and they have a full knowledge of the manner in which we are discharging these duties, and we believe these salaries are conservative and are satisfactory to the clerks.

Why do our superiors oppose the reorganization of July 1, 1919? Because they not only recognize the injustice done to many competent clerks, but they realize that the placing of clerks on a comparative basis will inevitably cause serious dissension, with resultant inefficiency, and that the lower salaries, far from attracting the best of the road clerks, will, on the contrary, cause the return of many of their most competent assistants to the road service, and that in the future these responsible office positions will be filled by low-grade and unassigned railway postal clerks, with a minimum of road experience, reacting to the severe detriment of the service through the demoralization of their office forces. They will also be compelled to choose from equally qualified men those who will receive the few promotions obtainable, resulting in a discordant and dissatisfied office.

Mr. MADDEN. How could you resign and go back to the road, if you have been taken off the road by these regulations?

Mr. WINSTON. Of course, I won't say that we have been exactly taken out of the Railway Mail Service, but our salaries have been made stationary.

Mr. MADDEN. You have been taken out of the road classification?

Mr. WINSTON. Yes; the classification that we were formerly in. For instance, we will suppose that I was one of the clerks that did not receive a promotion last July and that I knew that this reorganization was coming—as a matter of fact, it did not become effective until a month after July—and that I decided in the interim to go on the road. I couldn't have received a promotion in July, which clerks on the road in my own grade did, which would have resulted in my losing my seniority and would have compelled me to take an undesirable night position. Of course, the trouble with the new reclassification of these positions is that there are but few promotions to be made. It is the same

case as a Congressman appointing a postmaster. He has several equally desirable men who want to be appointed postmaster. He probably loses one or more friends by appointing the one particular man, but suppose the unsuccessful applicants had to continue to work with you and for you after you had already picked the successful man. While the man receiving the promotion would be ambitious to please you, the others would not have that incentive, and it would probably result in their not giving the best service. That is the condition which is liable to prevail in these offices. The possible reason the department put this reorganization into effect is that on account of the fact that female stenographers were assigned to these offices, as quite a few of our clerks went "across," and another reason would possibly be owing to the fact that the departmental clerks in the offices of the general superintendent and second assistant are not all receiving as much money as we formerly did. If it could be shown that these departmental clerks, who were appointed raw from the civil-service list, had performed years of actual service in the field before receiving their transfer to the offices of the general superintendent and second assistant, even though they receive annual vacations of 30 days and sick leaves, which we do not, we would admit that the situation is somewhat analogous to ours, although years of experience in the civil service can not logically be compared to our years of road experience in the Railway Mail Service, as higher qualifications are required for the performance of railway postal service. Gentlemen, I submit that two wrongs do not make a right, and if these departmental clerks are underpaid for services rendered, their compensation should be increased, but we should not be penalized by reducing ours.

Mr. MADDEN. You don't believe in equalization downward?

Mr. WINSTON. No, sir.

In conclusion, we are fully satisfied to leave the case in your hands, inviting your attention to the fact that we are experienced "railway postal clerks, assigned to offices of division superintendents and assistant clerks." I am quoting from the current Post Office appropriation bill, and would respectfully request that each of the above-mentioned offices be graded as follows in lieu of the department's present organization:

Below head of section or assistant chief clerk:

First clerk (below head of section or assistant chief clerk)	\$
Second and third clerk, same salary as clerk in charge class C	-
All other clerks, same salary as class C distributor	-

As each division superintendent's office is at the present time divided into four sections, the large divisions are penalized in comparison to the small divisions, inasmuch as the larger divisions have a greater number of low grade clerks, while in the smaller divisions there are few, if any, low grade clerks. This in spite of the fact that the responsibilities involved, the amount of money at stake, and the importance of the detail is greater in the larger divisions. However, the qualifications of the clerks in offices of division superintendents in both the larger and smaller divisions are equal.

For instance, in the office of the division superintendent at San Francisco, there are no clerks below the \$1,700 grade, except stenographers, while in the first division, not the largest in the country, have eight clerks below the \$1,700 grade. This is one of the injustices of the present system of organizing these offices. It

also found as a result of questionnaires returned that the salary for identical positions, performing exactly the same work, varies often from \$1,600 to the head of section at \$2,000.

I thank you for your attention, gentlemen, and know that our case will receive at your hands the consideration it deserves. The value of this our day at court is appreciated not only by the "boys" in the Railway Mail Service, but by all the postal employees at large, and we are not unmindful of the fact that it was the department which suggested the appointment of this commission, thus allowing the rank and file of the Post Office Department an opportunity of presenting their ideas first-hand.

(Mr. Winston submitted the following brief:)

BRIEF PRESENTED BY EDWARD J. WINSTON, BOSTON, MASS.

This brief, together with copy of Circular Letter No. 826, issued from office of the Second Assistant Postmaster General, under date of June 20, 1919, and letter from Mr. Eugene A. Farrell, office division superintendent Railway Mail Service, New York, N. Y., addressed to the general superintendent Railway Mail Service, Washington, D. C., is submitted in substantiation of my statement before your honorable body, and in amplification of the same, and intended to present to you in detail the work and responsibilities of the railway postal clerks assigned to offices of division superintendents, Railway Mail Service," and to reveal to you the present and possible future status of these clerks, and similar railway postal clerks, with the same high qualifications doing like work in the offices of the various chief clerks.

Our plea is not primarily one for higher salaries, but is instead a request for restoration of our standing as railway postal clerks—for it is as such that we entered the service as a result of a competitive civil service railway mail examination, and as such that we have performed service on the various railway post office lines, for an average of seven and one-third years as clerk.

The figures quoted, both in my statement and in this brief, are not minutely precise, as our principal source of information was by the employment of form questionnaires sent to all divisions about October 1, 1919, 81 per cent of the personnel having replied to the same, the limited time involved preventing many clerks in the western divisions from having their replies reach me before my departure from Boston. However, while not complete, the data gathered from this 81 per cent must be considered representative. Many of the figures, however, are absolutely accurate as they are taken from the table prepared under the direction of your commission showing the organization of Railway Mail Service.

Each office of division superintendent under order of the department, dated June 20, 1919, is divided into four sections, viz: Executive, record, railroad, and scheme, with a head of each department at a salary of \$2,000 (grade

Clerks below the department head (in whose interest this brief is prepared), are rated and receive salaries as distributors in class C as follows:

First assistant.....	\$1,900
Second assistant.....	1,800
Third assistant.....	1,700
Fourth assistant.....	1,600
Others.....	1,500

Note that although the department rates these graduate railway postal clerks as "assistants" to the heads of departments—only one clerk can attain rating higher than class C distributor—one clerk the same as a class C distributor—and all others below class C distributors, this in spite of the

fact that most of these clerks have served an apprenticeship of over seven years as distributors on lines now classified as class C.

The average salary of these clerks in offices of division superintendents, reporting stenographers, as shown from data compiled from our questionnaires, at the present time is \$1,710. The maximum average salary which they would receive, after several years, would be \$1,764. These figures include bonuses up to the present time. Salary of class C distributor, including

bonuses, is \$1,800. It should be understood that the salaries of the heads of sections are not considered in obtaining these averages.

It should be further noted that although section 1359 of the Postal Laws and Regulations states "All railway companies carrying mail may furnish free transportation on the line of their respective roads to railway mail clerks"—railway mail clerks assigned to offices of division superintendents and chief clerks are not furnished with free transportation, and are not obliged to pay their own car fares, but are necessarily compelled to reside or near the large cities, at which their headquarters are located, with consequent higher cost of living, rentals, etc. In this connection I might state that up to a few years ago this free transportation was furnished the clerks.

THE EXECUTIVE SECTION.

This department was created primarily to relieve the assistant division superintendent of much of the detail now assigned to that position, to leave him free to attend to the specific and special work assigned to him by the department, or the division superintendent, in connection with investigations, reorganizations, etc.

This section has direct oversight over the balance of the office, covering organization, employment of additional and temporary help, granting of leave of absence, discipline, and record of arrival and departure.

The important general correspondence is handled in this section, and includes the expert stenographers assigned to the division and assistant division superintendent. The most important of the filing systems are also under the care of in this department.

Other subordinates handle complaints regarding delays to first-class registered mail, and damage in transit of parcel-post matter, necessitating a thorough knowledge of the Postal Laws and Regulations, and first-hand knowledge of the general distribution and working conditions of clerks on the road. They act as a buffer between a complaining public and the department and are required to use the utmost tact to soothe the ruffled feelings of the complainants, but must have an intricate knowledge of the service in order to correct irregularities complained of, and to obviate these irregularities issue orders to chief clerks, clerks in charge, railway postal clerks, railroad officials, and postmasters.

In this department are also found the supply clerks who supply an average of 1,200 railway postal clerks, and to some extent, postmasters, with necessary supplies incident to the functioning of the Railway Mail Service. There are about 1,500 supplies or forms used in this service and these clerks must conduct a large business enterprise with over 1,200 steady customers, keep an accurate record of supplies on hand, supplies forwarded daily, and in any event keep all supplies in stock.

This section has supervision over the most serious of the charges under the efficiency system, checks the correctness of the charges, gives the clerk 10 days citation, and prepares the cases for submission to the department. The importance of this work is at once evident when consideration is given to the fact that the application of the efficiency system may result in reduction or removal of clerks involved.

The weekly reports of unworked mail from the chief clerks' offices are analyzed and the matter of possible remedies taken up with the chief clerk for correction. This is an important work, and properly performed, is a material benefit for the betterment of the service, and absolutely cannot be performed by anyone without road experience.

The final recommendations to the department regarding the classification of lines or clerks emanate from this section.

RECORD SECTION.

The following items are handled in this section:

Additional force.—Requests for additional clerks are analyzed to determine if necessary or if they can be provided by readjustment of force. If found to be necessary, the cases are prepared for submission to the department.

Weighing of mails.—Handling the weighing of mails on closed-pouch every four years to determine the compensation to be paid the railroad companies; also for special weighing necessary on account of new service.

All annual reports, with the exception of the car report, are handled in this section.

Transfers.—The publishing of the existing vacancies in the division general orders, and upon receipt of applications for transfer from clerks it is determined who shall be transferred. In approving such transfer it is necessary to take into consideration the necessities of the service, the rights of applicants based on their seniority, State apportionment, and their rights as surplus or arbitrarily transferred clerks.

Summer or winter service.—The requests of chief clerks for emergency summer or winter service are analyzed and recommendation made to the department.

Appeals.—In this section are decided the appeals of railway postal clerks from imposition of efficiency charges and from decisions of chief clerks affecting their pay, assignments, or seniority.

Promotions.—The records of clerks due for promotion are analyzed, and if record is such that promotion can be given, recommendation is made to the department.

Surety bonds of railway postal clerks.—All Railway Mail Service employees assigned to road duty are required to furnish a bond with some one of the bonding companies designated as acceptable to the department. These bonds are made up on a prescribed form and must conform to certain regulations laid down by the department. These bonds are checked, recorded, and forwarded to the general superintendent.

Commissions, photographic and substitute.—All railway postal clerks assigned to road duty are furnished free transportation to and from duty, and when traveling in a postal car in the performance of their duty. For this purpose they are provided with commissions prepared to fit the needs of the individual clerk in a regular assignment. Unassigned and substitute clerks are provided with a nonphotographic commission. These commissions are prepared, recorded, and issued in this section, and correspondence relating thereto conducted with railroad officials and chief clerks.

Comparative records.—Whenever a vacancy occurs in one of the supervisory positions in any organization, the department requires that the comparative records be submitted in naming eligibles for the selection of a successor. These records prepared in chief clerks' offices showing the service, examination, and efficiency records of all named are checked very carefully to disclose any discrepancy which might occur and correspondence with chief clerks conducted in connection therewith.

Classification of railway post offices, list of.—Make up and revise from time to time as changes in train numbers occur or trains are reclassified by order of the department.

Cost of distribution, monthly report of.—This is a statistical report required by the department, showing the number of clerks employed on distribution in each division, the average salary, the total cost, total amount of distribution of each class (pouches, letters, sacks, and registered letters), average amount of distribution per clerk per month, and amount of distribution each class per \$100 expenditure on railway post-office lines and terminal railway post offices in classes A, B, and C, with grand total and average for all classes.

Pay roll.—Recording the service of an average of 1,200 regular clerks and any temporary employees, and the preparation of the pay roll, semimonthly and quarterly. (Letter attached from Mr. Eugene A. Farrell, of the Second Division, shows the speed, accuracy, and application to detail necessary to the successful operation of this work and the responsibilities and remuneration thereof.) Correspondence with Auditor of the Post Office Department and other officials in connection with the above. Prepare detailed statement for use of auditor at close of each quarter, which statement only is audited, and must be an accurate account of each clerk's compensation for that quarter. It also serves the purpose of a trial balance.

In this connection I might state that any clerk in the record section making an error in this pay roll, resulting in the overpayment of a clerk, would be held financially responsible for same.

Travel allowance.—Figure travel-allowance rates for all lines in each division and instruct chief clerks in regard to handling travel-allowance recommendations. This requires not only accurate figures but an intimate knowledge of working conditions on the road.

Record of promotions due.—Includes a card system of recording the names of clerks in line for promotion and dates such promotions are due. The names of those due for promotion are submitted to the department at the proper time, also of those who can not be recommended for promotion, with a statement of reasons for withholding such promotion. Negligence in this work is liable to result in financial loss to clerk due for promotion.

The revision of all errors checked, and the disciplining of clerks in connection with the mishandling of letters, papers, sacks, pouches, or registers in connection with reports from chief clerks' offices is handled in this section.

Examination room.—The important relation of this work in connection with an efficient Railway Mail Service is evidently not realized by the department, as in recent circular letter they have assigned the following scale of salaries to these highly trained specialists:

Chief examiner-----	\$1,800
Assistant examiner-----	1,700

In other words, the chief examiner is to receive the same salary as a class C man whom he examines and much less than the clerks in charge whom he also examines, while his trained assistants are to receive an even lower salary. This in spite of the fact that the department a few years ago rated the chief examiner as a chief clerk. The following excerpt from examiner of the First Division (a medium-sized division) shows in part the qualifications and knowledge necessary for a successful performance of this work:

"My duties as examiner are to conduct examinations on all States and cities for which distribution is performed by clerks of the First Division. These include Maine, New Hampshire, Vermont, Connecticut, Massachusetts, Rhode Island, New York, Pennsylvania, New Jersey, Ohio, and Michigan, and cities of Boston, New York, Philadelphia, Providence, Brooklyn, Worcester, Fall River, New Bedford, Newport, Portland, Bangor, and Augusta. Also examinations on the Postal Laws and Regulations, and authorizations under the space system.

"Examinations are almost entirely by train standpoint, which means that cards must be thrown to the first supply for which connection can be made. This entails the correcting of schemes of distribution for all States and cities, scheming, keying, and keeping corrected of numerous sets of cards from the standpoint of a great many trains. It also involves a great deal of study of distribution, connections, and the Postal Laws and Regulations in order that the work may be done expeditiously.

"I also make out plus and minus points (under efficiency system) for examinations taken, or failure to report for examination, supervise all extensions of time, and conduct all correspondence relating to examinations, etc."

In post offices the special qualifications necessary, and the importance of this work is recognized by the placing of the salaries of the examiners far above those of the ordinary clerks—yet the range of examinations, or knowledge required, can not be compared for a minute with those of the Railway Mail Service. We therefore recommend that the chief examiner be rated with the first clerk in each section at \$3,100, and the assistant examiners with the second and third clerks in these sections at \$2,800.

RAILROAD SECTIONS.

The duties of this department include the inspection of the construction, arrangement, measurement, and fixtures of steel and wood railway postal cars, and the general supervision of the space system for the transportation of mail in the particular division; also over electric, star route, and messenger service. The approximate cost of space, weight, electric, and mail messenger service in a given division would average about \$2,000,000.

Clerks in this section should have a thorough knowledge of the rules and regulations governing the administration of the space system for the transportation of the mails, as shown in page 53, book of instructions, issued at the inauguration of this system, and about 450 rulings since issued by the department in connection therewith.

Clerks make recommendations (in the name of the division superintendent) for changes in space authorizations, check up and keep watch over all authorizations to see that authorized space is necessary, check all forms for emergency requests made by railway postal clerks and transfer clerks, conduct correspondence in connection therewith, and keep all records in connection with the space system.

They also make all recommendations and conduct correspondence regarding special treatment of registered mail, examine, check, and certify to the correctness of affidavits submitted by railroad companies showing transportation performed. The examination and checking of these affidavits is an important work, inasmuch as the operating department of the railroads do not thoroughly cooperate with their auditing department and inform the latter of all failures in service, and many thousands of dollars are saved to the department by the correctness of these clerks in noting discrepancies, and having railroads correct their affidavits, thus reducing greatly the compensation paid these railroads. To show the value to the department of the work performed by these clerks, I would quote the following from a first clerk at a salary of \$1,900 in one of the average-sized divisions:

"By supervision exercised by me during the past 14 months a saving in the cost of service on space-basis routes approximately \$21,000 was effected. This reduction is for one year and will continue indefinitely. Reduction was made on trains where mail could be dispatched in other trains running within a few minutes of the trains involved and on storage or other units where watch was allowed the authorized space to be in excess of requirements.

"These changes were made without detriment in any way to mail service."

The necessity of having experienced railway postal clerks assigned to these divisions with a thorough knowledge of working conditions on the road is, of course, obvious.

SCHEME DEPARTMENT.

Clerks in this section compile the general schemes for the several States in their division and issue changes, published each week, for the information and action of about 3,000 clerks (in and outside of their particular division), postmasters (in and outside of the division), who distribute or have charge of mail distribution, in trains, or in post offices, for States in such division. They also have charge of the preparation and issuance of the general orders, O. K.ing all orders from chief clerks. They also issue the Schedule of Mail Trains six times a year and keep same corrected.

For your information I would state that a general scheme of any State shows full every mail which reaches a given office during the 24-hour period, the frequency, and winter and summer supplies, and, in some instances, the arrival of these mails is shown directly in the scheme, and when not shown in the scheme the arrival time is shown in the Schedule of Mail Trains.

The Schedule of Mail Trains shows the running time of trains, railway post offices, closed-pouch trains or electrics, the pouches made by railway post offices other than local pouches, the space authorizations on which mails can be carried, the arrival and departure time of all trains and electrics, with time at intermediate junctions, the size of mail car carried on railroad post-office trains, the amount of space authorized on closed-pouch trains, just what States and cities are distributed in railway post offices, the dispatches made by practically all first-class post offices and closing time of same, all terminal railroad post-office and transfer-clerk offices, the frequency of such dispatches, the length of time consumed for mails to pass through a terminal railroad post office, the hours the larger post offices are open during the 24-hour period, whether they have a superintendent of mails, table showing units necessary to accommodate business in emergency, the transcontinental-mail schedules, showing length of time consumed in transit, and arrival time of mails at all the large cities of the country after dispatch at given times at the large centers in the division. These schemes are absolutely the fountainhead and basis of all distribution of railway post offices and post offices in the division and outside, and are the corner stone on which the present system of distribution of mails in transit and at post offices and terminals is constructed. Some one has said that the Railway Mail Service is the backbone of the Postal Service; and if this is so, the schemes are certainly the vertebræ; and I have no fear of contradiction when I state emphatically that no one but a railway postal clerk of vast experience can prepare or furnish any material assistance in the preparation of these schemes.

Other clerks in this section handle complaints from all publishers of daily and other periodical publications regarding irregularities in the handling and receipt of same, explaining causes leading up to complaints and correcting defects which would retard prompt and regular receipt on schedule time. They prepare and issue schemes for publishers of daily papers, and other schemes for publishers of periodicals published weekly or monthly, for their use in making up mails, so as to allow for the most expeditious delivery to their subscribers.

They issue corrections to such schemes, keeping them up to date, for the use of publishers.

This department is a source of information, covering all inquiries, both telephonic and written, relative to routings to be followed for any particular post office, regardless of geographical location. They keep publishers advised of changes in the running time of trains, dispatches of mails, designation of railway post offices, also as to manner of labeling of sacks dispatched from publishing houses, in order to prevent delays on account of late delivery for dispatches, incorrect routing, or improper labeling.

In view of the fact that a subscriber to a daily publication expects his paper at the same time each day, and, further, in view of the fact that the criticism or commendation of the Postal Service is often a reflection of the service accorded such daily paper, the importance of this detail can be readily understood.

This department usually prepares and issues instructions to railway post offices and post offices as to proper make-up and dispatch of parcel post, circular, and blue-tag mails. It is also a source of general information to the public regarding the location of post offices, railroad stations, localities, dispatches, mails, etc.

Further proof of the importance of this section is revealed from the fact that the clerk in charge of the scheme section was formerly designated by the department as a chief clerk, as was done in the case of chief examiners.

CONCLUSION.

It is to be thoroughly understood that we do not contend that there is any comparatively simple detail work in these sections which could not be performed in a satisfactory manner by ordinary clerks with short instruction; we do contend that this purely clerical work is but an insignificant item in the total work performed by railway postal clerks assigned to offices of division superintendents and chief clerks, and that by far the greater part of the services performed by these specialists is of a supervisory nature and cannot be performed satisfactorily without an extensive knowledge of the actual workings of the Railway Mail Service; also that such knowledge can only be acquired by actual service on the road, and these clerks have performed an average of seven and one-third years of actual road service, they are, therefore, graduate railway postal clerks, and with their knowledge of the Postal Laws and Regulations, department rulings, space rulings, etc., and further in view of the fact that their work entails largely the application of the efficiency system involving loss of promotion, reduction, or removal of railway postal clerks, when consideration is given to the amount of money involved in their recommendations and their grave responsibilities in the administration of the Railway Mail Service, it is essential that these positions should be filled by the highest type of railway postal clerks. In order to attract such able men from the road it is necessary that the remuneration of the lowest paid of these clerks be at least as much as the class C distributor, and that the chances for promotion of these office railway postal clerks should be good for the competent and energetic worker.

Therefore, in behalf of the "railway postal clerks assigned to offices of division superintendents and chief clerks," I would respectfully request that your honorable body give the highest consideration to the scale appended hereto, bearing in mind that this scale was prepared and indorsed by our immediate superiors, represented by five division superintendents, one assistant division superintendent, seven chief clerks, two assistant chief clerks, and four heads of sections in the Railway Mail Service, together with two first clerks in chief clerks' offices.

Clerks in division superintendents' and chief clerks' offices below heads of sections and assistant chief clerk:

First clerk	\$2.50
Second and third clerks	2.00
All others	1.75

Clerks obtaining promotion as first, second, or third clerk to receive the maximum salary of that position when they commence on the assignment and assume the responsibilities of the position, instead of waiting as at present one, two, three, or more years.

[Circular letter No. 826, referred to in the brief of Mr. E. J. Winston.]

POST OFFICE DEPARTMENT,
SECOND ASSISTANT POSTMASTER GENERAL,
Washington, June 20, 1919.

Subject: Organization, superintendents' and chief clerks' offices.
To all superintendents, Railway Mail Service:
The following organization has been authorized for superintendents' and chief clerks' offices, effective July 1:

Superintendents' offices:		Superintendents' offices—Con.	
Executive section—		Scheme section—Contd.	
Clerk in charge-----	\$2, 000	Fourth assistant-----	\$1, 600
First assistant-----	1, 900	Others-----	1, 500
Second assistant-----	1, 800	Railroad section—	
Third assistant-----	1, 700	Clerk in charge-----	2, 000
Fourth assistant-----	1, 600	First assistant-----	1, 900
Others-----	1, 500	Second assistant-----	1, 800
Record section—		Third assistant-----	1, 700
Clerk in charge-----	2, 000	Fourth assistant-----	1, 600
First assistant-----	1, 900	Others-----	1, 500
Second assistant-----	1, 800	Chief clerks' offices:	
Third assistant-----	1, 700	Chief clerk-----	2, 300
Fourth assistant-----	1, 600	Assistant chief clerk-----	2, 000
Others-----	1, 500	First clerk-----	1, 900
Scheme section—		Second clerk-----	1, 800
Clerk in charge-----	2, 000	Third clerk-----	1, 700
First assistant-----	1, 900	Fourth clerk-----	1, 600
Second assistant-----	1, 800	Others-----	1, 500
Third assistant-----	1, 700		

It is contemplated that the clerks assigned to the executive section shall consist of those engaged in the handling of general correspondence, files, slips, supplies, printers, messengers, and any utility stenographers or other clerks employed in the office. To the record section should be assigned the examiners, if any, trip-report and error clerks, etc.
The salaries mentioned above grade 5 will be considered competitive positions and promotions authorized accordingly. In some of the offices where there is a small number of clerks engaged in any one of the several sections the salaries authorized will depend entirely upon the work performed by the clerks, it not in excess of the salaries mentioned in the foregoing table.
It is not intended that any reductions shall be made, but reassignments be made as far as practicable to place clerks in positions where the work justifies the compensation received. If the clerk is unqualified or incapable of performing the duties of the higher grade assignment, consideration will be given to a reduction to grade 5 and reassignment to other duties upon proper presentation of the case. Those clerks now in grade 8 in division superintendents' and chief clerks' offices may be recommended for advancement to grade 9, if efficient and capable, without competition, but all other promotions will be considered as competitive.
You will furnish recommendations for promotions to competitive places and assignments in all offices in your division as early as practicable. In making assignments the efficiency of the service must be kept in mind and given first consideration in all cases.

OTTO PRAEGER, *Second Assistant.*

LETTER FROM EUGENE A. FARRELL, A RAILWAY POSTAL CLERK ASSIGNED TO OFFICE DIVISION SUPERINTENDENT RAILWAY MAIL SERVICE AT NEW YORK, N. Y., TO THE GENERAL SUPERINTENDENT RAILWAY MAIL SERVICE, TO WHICH NO REPLY HAS YET BEEN RECEIVED. (REFERRED TO IN BRIEF OF E. J. WINSTON.)

NEW YORK, N. Y., July 14, 1919.
GENERAL SUPERINTENDENT RAILWAY MAIL SERVICE,
Washington, D. C.

DEAR SIR: Your attention is respectfully directed to my assignment in the record department, superintendent's office Railway Mail Service, at division headquarters, New York.

Under the supervision of Mr. W. E. Roberts, clerk in charge, I have been assigned to the pay roll and am responsible for the semimonthly pay roll balances and quarterly roll accounts, with the postmaster of New York, for correct auditing of all accounts for the second division Railway Mail Service with the auditor for the Post Office Department at Washington, D. C.

We have at present over 2,800 clerks in this division on our semimonthly rolls, approximately 2,100 assigned, 50 unassigned, and 600 substitute and noncertified substitute clerks. This means that 2,800 accounts have to be carefully checked and audited for presentation on our quarterly roll to the auditor of the Post Office Department. The following data is furnished for your information with regard to the number of clerks on our quarterly roll since the present system of payments to clerks was authorized, effective January 1, 1918.

	Assigned.	Unassigned.	Substitutes.	Total.
March, 1918, quarter.....	1,925	251	1,490	
June, 1918, quarter.....	2,027	101	1,462	
September, 1918, quarter.....	2,129	67	1,998	
December, 1918, quarter.....	2,257	70	2,322	
March, 1919, quarter.....	2,175	92	1,454	

¹ This total includes 1,472 holiday service clerks and 162 soldiers employed at the Chelsea Terminal A. E. F. mail.

You will note that the number of clerks on the March, 1919, quarterly roll was 3,721, whereas the average semimonthly roll contained approximately 3,100 clerks, an overflow of 600 clerks, chiefly substitutes or noncertified substitutes, taken up and separated from the service during the quarter. This is due to the peculiar conditions that has to be met with in our second division.

The 2,100 assigned clerks' accounts are handled in five ledgers, the substitutes plus the number of substitutes and noncertified clerks taken up and separated from the service during the quarter are handled in five ledgers, 60 unassigned clerks in one ledger. These ledgers are totaled and balanced semimonthly with the totals of the semimonthly pay rolls, this being done to expedite the preparation of our quarterly roll.

That our accounts have been efficiently handled and audited with the approval of the auditor at Washington, D. C., can be attested to by the fact that our four quarterly rolls for the year 1918 have been audited and found correct, and we have been favorably complimented by our superintendent for our efficient handling of the pay-roll feature of our record department.

I understand that the New York post office designates bookkeepers and finance clerks at a salary of \$1,800 to \$2,000 per annum, and I feel that this statement can not be contradicted when I assert that there is but little comparison as to work and responsibility between a bookkeeper and finance clerk assignment in the New York post office and my assignment in the Railway Mail Service.

Under the new rating of salaries for our office, being rated as a junior clerk, I will receive but \$1,500 per annum and I have handled this work for the year 1918 at a salary of \$1,400 per annum. While it may be argued that the postmaster of New York has more discretion as to the rating of the clerks under his supervision, yet are we not all working for the Post Office Department? Would it not be rather poor logic to assert that a bookkeeper and finance clerk in the post office should receive one salary and a clerk in the Railway Mail Service a different and less salary for the same kind of work? The Pennsylvania Terminal railway post office was a class C railway post office, and clerks were eligible to receive salaries up to class C, but when the grade was advanced that they were doing the same work as the New York post office clerks in the same building the grade of the terminal was summarily raised to class A. Why should not this same argument apply to my case?

The cashier and paymaster at the Newark works of the Westinghouse Electric Co., where I was formerly employed, received a salary of between \$1,500 and \$200 per month plus a bonus, their pay roll consisting of about 3,000 employees, and I understand that one of the finance clerks in the cashier's department of the New York post office, resigned to take up a position with the Federal Reserve Bank at a salary increase of \$400 per annum plus a bonus.

This assignment, because of the peculiar conditions which arise and which can be contended with from time to time in this, the largest and most important division in the Railway Mail Service, and because it necessarily requires

knowledge of bookkeeping, accounting, and pay-roll work, should be designated as an assistant auditor at a minimum salary of \$1,800 to \$2,000.

An assignment of this nature is not desired by most clerks because of the fact that mistakes made are measured by dollars-and-cents standard, in that the department has ruled that where an overpayment is made and can not be collected from the clerk overpaid, the amount of overpayment must be made good by the clerk who made the error. I am cognizant of the fact that clerks who were assigned to the pay roll when the system was first put into effect were glad to be transferred to other assignments in other departments because of this feature of the assignment. The Westinghouse Co. made good for occasional errors by using "unclaimed salary account" for this purpose.

Consideration must be given the fact that the department allows but one day to prepare our pay roll for transmission to the New York post office for their preparation and mailing of the checks. It will be seen that not only accuracy but speed is a necessary requisite in the preparation of a pay roll of 2,000 clerks. It really means that we pay out the checks and check our pay rolls afterwards, because it would be unreasonable to suppose that a pay roll of this size could be checked and audited in a day.

About the time I was employed in the Westinghouse they had about 2,000 men, their pay closed on the 15th and 30th or 31st of each month, and payment was made on the 23d and 8th day of each month; that is, a man worked from January 1 to January 15, and was paid on January 23, which allowed 8 days for the checking, auditing, and balancing on each man's account, and even then mistakes were made.

It might be suggested that clerks be taken from other assignments in our record department, as is often the case, or from other departments, as has also been done, but this experience has shown, as a result, many mistakes were made, and the therefore necessary adjustments of over or under payment of salaries to clerks had to be made, all of which must of necessity go a long way to prove the importance and responsibility attached to an assignment of this nature.

If the department hopes to offer any inducements to their junior clerks to remain in the service, if they expect them to take any real interest in their work, then they must of necessity see the light in the matter of adjustments in salaries for certain responsible assignments in our larger divisions.

In conclusion, since the department offers nothing in the way of a bonus, which every outside firm and corporation is giving to their employees, nothing of a pension, which many of our larger corporations offer to their employees for long and faithful service, surely this the Post Office Department of the United States of America can at least give a salary to its employees in fair proportion to that which men in the same line of work are receiving from private corporations.

Thanking you in advance for your perusal of this letter, with the assurance that I have faithfully and honestly stated my arguments and reasons to the best of my ability and knowledge, and trusting that it will meet with your consideration, I remain,

Respectfully, yours,

EUGENE A. FARRELL.

GENERAL BRIEF IN BEHALF OF THE SUPERVISORY OFFICIALS AND OFFICE CLERKS OF THE RAILWAY MAIL SERVICE, SUBMITTED BY FRANK MCFARLAND, JOHN S. MORRIS, ELMER F. LOVELESS, W. S. FELT, AND WALTER D. AMADEN, COMMITTEE.

THE SUBJECT OF THE BRIEF.

This brief proposes an increase and readjustment of the salaries of the supervisory employees and office force of the Railway Mail Service.

It undertakes to present sufficient reasons in support of this proposal, based on the economic needs of the employees; on an equitable and consistent adjustment of the gradations of the salary scale, and on the good of the public service.

HISTORY AND AUTHORITY OF THE BRIEF.

Pursuant to suggestions from the secretary of your commission, a committee of 21 members met in St. Louis, Mo., September 16, 17, and 18, 1919, to consider the subject matter of this brief. Each division, in conference, selected one

member to represent the general interests, making 15 members; each of the four departments in superintendents' offices chose one member and two members were selected to represent the office clerks. Thus not only was the service properly represented territorially, but each grade had at least one representative, as is evidenced by the following statement of the personnel:

- Five superintendents.
- One assistant superintendent.
- Seven chief clerks.
- Four heads of departments in superintendent's offices.
- Two assistant chief clerks.
- Two office clerks.

The various items for consideration were assigned to subcommittees. Their reports were considered by the whole committee, and, as finally adopted, referred to a subcommittee charged with the preparation of this brief. This brief, then, is based upon the findings of the representative committee of 21.

The committee of 21 also selected the committee of 5 which presents this brief, and it, too, was so chosen as to be representative of the various grades.

BELIEF CONSIDERED NECESSARY.

- An increase in and a readjustment of the salaries of officials to conform to business practices and to fit the modern conditions of the service.
- The advancement of certain employees from graded to supervisory places.
- Such grading of clerical salaries as will provide a competent office force.
- A general increase of salaries on account of the increased cost of living.

TITLES IN THE RAILWAY MAIL SERVICE.

Titles in the service are misnomers, especially with reference to heads of departments and assistant chief clerks, who are really chief clerks, and office clerks who are really superintendents. No recommendation is made, because the matter is one in which the departmental officials in Washington should be consulted, and because of a doubt as to whether the commission may desire to consider it. It is suggested for such consideration as you may be empowered or inclined to give it.

INCREASED COST OF LIVING.

A great increase in the cost of living is self-evident. Pertinent queries are "How great is the increase?" and "Will present prices be maintained?"

Interminable evidence of the extent of the increase could be and, perhaps, has been given you. We will try to be brief. Reports of the Department of Labor (p. 36, Monthly Labor Review, July, 1919), indicate that the prices of food stuffs have increased 90 per cent from January 1, 1915, to June 1, 1919. The cost of living, including food, clothing, housing, fuel, light, furniture and miscellaneous items, has increased 77.87 per cent in 18 industrial centers during the same period. (Report No. 423, Bureau of Labor Statistics.)

Report of R. G. Dun & Co. of August 31, 1919, shows that the wholesale prices of 300 commodities increased 87 per cent from January 1, 1915, to July 1, 1919.

Bradstreet's index number report of August, 1919, based on the prices of articles of food, clothing, and other articles in common use, shows an average cost of \$20, as compared with \$18.88 for July, 1919, \$17.22 for March, 1918, and \$8.65 for July, 1914.

From such figures it is a conservative deduction to say that it now requires \$1.80 to purchase that which could be purchased for \$1 on January 1, 1915.

On this basis, the present salaries of supervisory employees have a purchasing value as follows:

	Present basic salary.	Present purchasing power as compared with Jan. 1, 1915.	What should be purchased with Jan. 1
Superintendent.....	\$3,250.00	\$1,405.55	\$5.00
Assistant superintendent.....	2,250.00	1,250.00	4.00
Chief clerk.....	2,100.00	1,166.66	3.75
Heads of departments and assistant chief clerks.....	1,800.00	1,000.00	3.00

That there will be no material decrease in present prices may be adduced from such reasons as:

The higher standards of living to which labor has become accustomed and from which it will not recede without a struggle.

The shortage of labor power.

Inflation of currency.

The efforts of numbers of people to gain a livelihood by nonproductive pursuits.

The inordinate greed of profiteers.

The enormous indebtedness imposed upon society by the war.

The shortage of many kinds of supplies.

The destruction of much of the machinery of production.

The differences between capital and labor and the wasteful struggles to adjust them.

If these are facts, they indicate the permanency of prices approximating those now prevailing, and are facts to be reckoned with in any readjustment of salaries.

It is true the high cost of living affects most direfully employees in the lower grades. We expect to show that salaries in the supervisory grades have not been properly adjusted to the duties and responsibilities of the positions. But it is also a fact that even in these grades salaries have been so low that the increased cost of living has been seriously felt by all of us. We have been able to exist, it is true. We have had food. But in the choice of apparel, in amusements and recreations, in the comfort of our habitations, and in the general amenities and dignities of life we have lost much that we believe is our due as the life-long servants of the Government of a great people.

In this connection it is of interest to note the effect the low wage scale is having on the service. Resignations are numerous. The class of men attracted to the service is of a lower order of intelligence than formerly, and many who take the examinations refuse to serve. Why should a man enter this service at \$21 a week, when being a motorman or driving a milk wagon will earn him twice as much, and when artisans and mechanics and railroad employees earn more than the officials of the service?

The following is the labor turnover in the Second (New York) Division, alone, during a five-month period from April 1 to August 30, 1919:

Resignations	327
Declinations	230
Removals	36
Dropped at expiration of probationary term	16
Total	609

The total force in the division is about 2,200. With a nucleus of officials and older clerks, efficient service has been maintained, but the future is not hopeful, if no relief from such conditions is afforded.

Statistics of the service, fiscal year 1917-18.

Miles of railway post office service operated	221, 281. 70
Miles of closed pouch service operated	82, 742. 94
	<hr/>
	304, 024. 64
Total number of employees (including supervisory)	18, 060
Of which officials and office clerks number	1, 033
Number of railway post office lines	1, 329
Annual travel on same—miles	279, 342. 501
Number of closed pouch lines (includes electric and steamboat lines)	3, 501
Annual travel on same	438, 073. 025
Annual cost of R. P. O., C. P., and terminal space	\$76, 373. 449. 52
Annual salaries paid	26, 504, 427. 81
Annual travel allowance	1, 509, 180. 61
	<hr/>
Total expenditure	\$4, 387, 057. 94

Distribution and redistribution performed:

	Pieces.
Letters-----	8, 491, 944. 175
Circulars-----	728, 267. 928
Parcel Post-----	220, 676. 707
Other classes-----	4, 633, 783. 041
Total-----	14, 134, 735. 745

This service is officially administered in the field by 15 division superintendents, 15 assistant division superintendents, 2 assistant superintendents, 4 heads of departments, and an office force of from 13 to 38 clerks and stenographers. Each division is divided into districts and there are 114 such districts, each with a chief clerk, an assistant chief clerk, and an office force of from 5 to 11 clerks and stenographers.

DEVELOPMENT OF THE SERVICE.

Fifteen or twenty years ago, the service was simple as compared with the present.

The department at Washington formerly gave immediate supervision to the organization and operation of the service. The superintendent was the departmental agent in the field, making investigations as ordered by the department and supervising the actual operation in the field. The chief clerk was a line clerk detailed to certain specific duties, which were confined to making schedules of clerk tours of duty, filling runs in case of emergency, furnishing certain supplies, making certain regular and special reports.

As the service grew the responsibility for the service as authorized and operated passed to the superintendent. He initiated cases for new or additional service and for the organization of the lines, and the department reviewed and passed on his recommendations, holding him responsible for the efficiency and economy of the service in his division.

At the present time, as the volume of work increases, the investigations and recommendations are being made more and more by the chief clerks, who, under instructions from the superintendent, or even of their own initiative, make investigations and recommendations for changes, to be reviewed and revised by the superintendent and submitted to the department for final approval.

Formerly the duties of superintendents were either clerical or supervisory. They were not held responsible for the amount or character of the service in their division, the compensation to railroads, or the amount of clerical force employed. All these matters were handled by the department. To-day the superintendent is responsible for them and in part holds the chief clerk responsible.

Present salaries are based largely on the earlier conditions. A clerk in charge on the road, with his salary and travel allowance, is paid approximately as much as the chief clerk; he has half the time off duty and few responsibilities. Is it strange that the official places are held in so little esteem that the service contains many clerks who have refused to accept chief clerkships?

Since the relative scale of salaries was fixed the service has expanded enormously from two causes—normal growth and added functions.

The normal growth has been anything but normal. The growth of the mail-order houses with their circulars and catalogues; the increase in the number of periodical publications, with a rural delivery which takes them to every home; and the general expansion of business, have increased the volume of mail handled to an extent out of all proportion to the increase in population, as the following table shows:

Year.	Population.	Per cent of increase.	Postal revenues.	Per cent of increase.
1900.....	76,000,000	.....	\$102,000,000	.....
1910.....	92,000,000	21	224,000,000	12
1918.....	105,000,000	14	380,000,000	70

As an added function the parcel post alone has increased much the problems of transportation and distribution, and when we include such items as blue-tag freight movements, terminal railway post offices, the administration

of the space basis of pay for transportation and a train service constantly increasing in frequency with the growing density of population. Some men may be given of the impression that it is the volume of business and in the complexity of administration which has been and is going on continually in the superintendents' offices. And this even when some process of centralization has been forced which has undoubtedly materially augmented the duties and responsibilities of these men.

The world moves fast. Twenty years ago is a period almost unknown, and the gradations of official salaries which were made to fit that period ought not to exist longer.

COMPARATIVE SALARIES—POST OFFICES.

Exact comparisons are difficult, but within the service, if anywhere, should be found close relationships. The duties and responsibilities of a superintendent of the Railway Mail Service are as great and as important as those of postmasters at the larger first-class post offices. Many such postmasters appear to be able to assume and to perform their duties satisfactorily without previous training. It is not probable they would be competent to assume the duties and responsibilities of a superintendent of the Railway Mail Service without previous training. In the matter of revenues a postmaster may be responsible for the safety of very large sums. But the business is a monopoly. His abilities produce no revenue. He is merely a custodian.

The management and supervision of a varied service: the direct control of from 1,000 to 2,000 clerks; the general supervision of thousands of miles of transportation service of various kinds; the fact that he must and does have an intimate knowledge of the conduct of this great business and must make personal inspections and give personal attention to many of its details; and the fact that upon him rests the responsibility for economy in the expenditure of millions of dollars annually, for salaries and transportation mark the position of a superintendent as one of as great importance as the charge of any single post office.

His staff may be compared with the staff of the mailing division of the largest post offices, chief clerks with the superintendent of mails and heads of departments, and assistant chief clerks with the assistant superintendents of mails. The mailing division of a post office is charged with the distribution and dispatch of outgoing mails. All of these mails are subsequently handled and the greater part of them redistributed by this service, not merely from one point and through a comparatively limited number of outlets, but through a thousand channels involving far more intricate distribution than in a post office. Furthermore the outgoing mails from a post office are dispatched under the instruction and direction of the Railway Mail Service, and this not only for one office but for all in the division. When the post office is in trouble, as it sometimes is, the Railway Mail Service always is willing and usually is able to step into the breach and afford it some relief. Even much of the incoming mail for the largest cities, where the distribution is most intricate, is distributed by the Railway Mail Service to stations, and often to carriers, as an incident of its duties. The mailing division is charged with the transportation of the mails within the city, the superintendent of the Railway Mail Service with transportation in several States. These are the principal functions. Each has various minor functions more or less peculiar to itself.

These are branches of a great service. Each has its duties varied and onerous. There is no intent here to make invidious comparisons. But we do not know, from the many scales of salaries presented to you, what your commission or the Congress may adopt; and our purpose here is to bring to your consideration the fact that in adjusting whatever scale you may decide upon, the salaries of the staff of a superintendent of the Railway Mail Service should be at least on a parity with those of the mailing division of the larger post offices in his division.

COMPARATIVE SALARIES—THE BUSINESS WORLD.

Other comparisons take us outside of the governmental service. In commercial and industrial fields the element of profit enters. The general conditions are very different. A wide range of salaries is paid for the same kind of service, governed by the ability of the concern at interest to pay or the repu-

tation of an individual as a money getter. Industry, commerce, and finance call often for talents of the highest order, sound abilities and long training in the laws and rules and vagaries of trade. Yet few businesses excel the Postal Service in magnitude or in the diversity of knowledge called for, nor are there many where a longer and more intense training and experience are necessary for successful management. In many cases the rewards of business are given not for ability to guide successfully a great machine to serve the public, but for a certain facility, say to conduct a clever advertising campaign, to beguile the public.

When we consider the great public-service corporations we approximate more nearly postal conditions, because here, among operating officials, at least we get back to the idea of "service" and away from the business shibboleth of "Profit."

It is easy to say that a superintendent of the Railway Mail Service is fairly comparable to the general superintendent of a railroad and chief clerks of the service to division superintendents of a railroad. Yet we refrain from making the direct comparison in this brief; not that the places may not be of relatively equal importance in the abstract, but because the duties vary so greatly, because responsibilities of one kind would have to be offset with those of another kind, because there are no standards to test the talents or the exertions required for various duties. So an assertion of exact equality of importance would simply pave the way for endless investigation and endless possibility of disputation.

We prefer to rest the point on a generalization. We would eliminate the fanciful salaries paid for real genius in finance, for extraordinary organizing ability, for unusual talent in sensing or knowing fluctuating commercial conditions, or for peculiar talents in fooling the public.

We present some statement of the salaries paid under normal average conditions of other lines of business.

We submit that the Postal Service in general, or even our branch of it in particular, equals in volume of business, in complexity of operation, in importance to the public weal, in difficulty of management, the large privately conducted business enterprises.

We ask, if these premises are correct, if the agents of this Government may not justly consider they are entitled to salaries which will enable them to maintain themselves with like agents of private enterprise in freedom from worry over the means to meet the actual necessities of life, in personal appearance, and in dignity of place.

We have secured through private inquiry and investigation, as well as through such public sources as were available, certain information as to salaries and wages, and present the following as normal averages:

Railroads.

General manager	\$11,000
General manager, electric lines	5,000
General superintendent	8,000
Division superintendent	5,500
Assistant division superintendent	3,100
Traffic manager	4,300
Train master	4,000
Assistant train master	3,400
Chief train dispatcher	3,300
Yardmaster	3,300
Assistant yardmaster	2,800
Station master	3,100
Assistant station master	2,800
Chief clerk to general manager	3,300
Superintendent of machine shop	4,800
Shop foremen	3,400
Conductors	2,600
Engineers	3,100
Firemen	2,400
Brakemen	2,000
Baggagemen	1,947
Switchmen	2,000
Station agents	2,200

Express companies.

General manager -----	\$10,000
District superintendent -----	4,250
Agent -----	3,000

Manufacturing concern.

Superintendent -----	6,200
Assistant superintendent -----	3,370
Auditor -----	4,260
Department heads -----	3,070

Wholesale concerns.

Manager -----	5,500
Sales manager -----	4,500
Traffic manager -----	4,200
Department manager -----	3,000
Head shipper -----	3,000

Retail concerns.

Manager -----	7,500
Assistant manager -----	6,000
Sales manager -----	3,600
Buyers -----	5,800
Department heads -----	4,100

GRADATIONS IN PAY.

Before presenting the actual salary scale we think would be just, we desire to present some reasons for the gradations in pay which will be presented.

For the office force generally, a knowledge of working conditions derived from actual experience on the road is valuable. It affords the elementary education essential to the prompt and proficient handling of the work at practically every desk. Valuable as it is, this training is only basic. There are a few office places where the duties are nominal, but only a few, because the average office force is small and even the clerks performing such simple duties as filing and recording also perform more important ones, and because the forces are small and absences or changes frequent, each clerk should have a knowledge of one or more assignments other than his own. Many things must be done which are no part of a road clerk's duties. Schemes of distribution must be made; organization plans and needs for service changes must be reviewed; affidavits presenting transportation companies claims for payment carefully checked and certified; pay rolls made; information of many kinds verified and consolidated for reports to the department. Practically every office clerk must be able to conduct correspondence, and at many of the desks this is of such a nature as to require technical knowledge, judgment, and tact. Because of these things the personnel of the force should be much superior to the personnel of the ordinary commercial force of clerks, bookkeepers, etc.

The office force should be recruited from the road service and the conditions should be such as to attract the best talent from the road.

At present there is no inducement for clerks in Class C runs to enter the offices. Their pay is better, and above that they have an expense allowance. They have lay-off periods, usually half time. They exercise a considerable choice of domicile and are provided with transportation to and from their homes and the termini of their runs. Office clerks must be on duty every day; must live in large cities where expenses are highest, or in their suburbs, and pay considerable transportation charges.

Under such conditions it is difficult to get the best road clerks to take office places. To remedy this and because of the superior ability required, the office wage scale and chance for promotion should be somewhat better than the road scale.

The examiner at division headquarters has duties which call for great care and accuracy in keeping schemes and records correct. In making examinations he should have skill, patience, tact, and fidelity to a degree.

The force in a chief clerk's office varies from five to eleven, the average is from six to seven. The assistant chief clerk is the office manager. He should be familiar with the policies of the chief clerk and with the organization of the district and conduct the office in all routine matters in the absence of the chief clerk. He should review all correspondence not handled by the chief clerk in person and be familiar with the duties of each desk assignment in the office. He is in personal contact with the clerks and must have the tact and ability to dispose of the minor matters which bring them to the office. He is charged with the preparation of pay rolls and with the duty of keeping a record of clerks' tours of duty and must be prepared to fill runs on short notice at any time, day or night. He is now graded and paid the same as a clerk in charge of the highest road classification. The position should be supervisory and the pay should be materially more than that of any clerk in charge assigned to road duty.

The heads of departments in the offices of superintendents divide among them practically the entire work of the division headquarters. Changes in policy and in organization, matters involving considerable expenditures and important new business are, of course, given the personal attention of the superintendent or the assistant superintendent, but even in these matters he frequently calls up these department heads for data and for opinions. In the language of one superintendent "They are in reality the superintendent's cabinet. They are not only charged with the shaping up of all data reports and recommendations from the chief clerk's offices, but they also share in the proper administration of the service and have to see to it that all departmental policies and circulars are uniformly carried out." They attend the division conferences of chief clerks called by the superintendent to discuss policies and practices and are expected to be authorities on all questions in their respective fields. They must review all the correspondence and be familiar with the assignments of all clerks under them. Many matters are left to their individual judgment and initiative. At present they are graded clerks with the same pay as clerks in charge in road assignments and assistant chief clerks. The places are clearly supervisory and their importance is such that the pay should be intermediate between that of the assistant chief clerks and the chief clerks.

We have noted elsewhere the growth of the duties and responsibilities of chief clerks and superintendents, coincident with the development of the service. The chief clerk within his district is the representative of the department in his dealings with postmasters, with railroad officials and with the public; he is responsible for the discipline and the efficiency of the clerks under him, for the maintenance of service not only under normal conditions but under stress in times of flood or strikes or snow. He is responsible for the recommendations which will provide the most economical service compatible with the public interest.

One chief clerk is officially designated as "chief clerk detailed to postal car inspection." His duties require a considerable technical knowledge and his field is the entire United States. He believes he should be rated as an assistant superintendent and we concur in that belief. He has prepared a statement of his duties which is submitted herewith. (The statement by Mr. C. H. Otis appears on page—.)

The assistant superintendent is the direct representative of the superintendent. He must be qualified to take his place in his absence and to exercise general supervision over his office at all times.

Two assistant superintendents attached to the office of the general superintendent are a part of the field service and are now given pay \$100 per annum greater than assistant division superintendents. It is believed their relative status should remain the same.

The superintendent not only does for the division what the chief clerks do for their districts, but he must supervise and coordinate the work of all chief clerks, review and pass judgment on all of their important recommendations, direct their energies, make frequent personal inspections of their lines, carry out all departmental policies and be prepared to give the department expert advice and opinion on any question affecting the service. He is responsible for very large expenditures, and for a satisfactory public service in several States.

LENGTH OF SERVICE.

As showing the training and experience of the officials of the service, the following table is presented covering the present personnel:

Average years in the service before attaining present grade.

Superintendents	26
Assistant superintendents.....	26
Chief clerks.....	16

OPPORTUNITY FOR CHANGE.

From the table just given it is apparent that work in the service is life work. Sometimes a railroad company needing a mail traffic manager or a newspaper or magazine needing a circulation manager finds among the trained officials of the service a man it wants. When this is so the salaries in the service are so low that it is not difficult for them to obtain him, and the Postal Service loses a trained official. But this does not happen often, and the general statement may be made that the Postal Service is a monopoly. There is no competing field in which its employees may seek betterment by offering their services. The work of the service is of such a nature that the training in it, intense and highly specialized as it is, does not fit one for other walks of life. Work in the Postal Service is generally life work. Salaries should be such as not only to provide a reasonably high standard of living at entrance but such, in the official grades, as to hold out something of the promise of a career to the best young men of the country in the choice of a life work, and something of opportunity to save for old age.

PERQUISITE.

In other occupations employees and officials often enjoy perquisite, bonuses in cash, sick leave without loss of pay, opportunities to buy goods at cost, free transportation for themselves and families. In this service, and quite properly, this is not so, but the lack should be reflected to a reasonable degree in the salary scale.

STANDING IN THE COMMUNITY.

In some countries, we believe, Government service carries with it a certain social prestige and standing. Here, where money seems to be the only standard, this is not so, and salaries should be such that the official representatives of the service may maintain themselves with such reasonable comfort and dignity in their communities that some prestige may attach to them and they may feel pride rather than shame in their employment.

CONCLUSIONS REACHED.

We have adduced many reasons why there should be a material increase in and a readjustment of the salary scale. On the other hand we have had in mind that revenue must be raised to pay all governmental expenses; that increases which actually met on a percentage basis the increased cost of living would be very great; that while we believe the Government should be the model employer, yet no fanciful salaries can be paid; that exceptional talent can not be singled out for special pay, but that the salary should fit the average position and the positions be filled by the best talent available; that no extravagant demands should be made in the expectation that they will be scaled down, but on the contrary, that our conclusions should be based on exactly what we think we are entitled to from any equitable, businesslike conservative standpoint.

Governed by these principles we ask the following:

SALARY SCALE.

For stenographers a maximum \$200 less than the maximum pay of the lowest office clerks. Stenographers performing secretarial or clerical duties requiring initiative and judgment should be eligible to the pay of clerical grades or be allowed to transfer to them upon recommendation of the superintendent.

For examiners in charge, same pay as first clerk under head of department in superintendent's office or under assistant chief clerks.

For assistant examiners, same pay as clerk in charge of highest road classification.

For office clerks: The same scale to apply in superintendents' and chief clerks' offices—first clerk under each head of a department or assistant chief clerk, not less than \$100 per annum more than a clerk in charge of the highest road classification—more specifically a salary intermediate between a clerk in charge of the highest road classification and an assistant chief clerk.

The next two clerks under each head of a department or assistant chief clerk, the same pay as a clerk in charge of the highest road classification.

The remaining clerks the same pay as a distributor of the highest road classification.

These salaries to be maximum and to be attained under such rules for promotions as the department may prescribe for road clerks, except that incumbents of these places now in the maximum grades shall be given whatever maximum grades may be established from the date the law becomes effective, and except that any appointment to a supervisory place should carry with it the salary of that place immediately.

	Per annum
For assistant chief clerks.....	\$3,000
For heads of departments in superintendents' offices.....	3,000
For chief clerks.....	4,200
For assistant division superintendents.....	4,800
For superintendents.....	6,000

**STATEMENT SUBMITTED BY MR. C. H. OTIS, CHIEF CLERK RAILWAY MAIL SERVICE,
DETAILED TO POSTAL CAR INSPECTION.**

The chief clerk, Railway Mail Service, detailed in charge of construction and inspection of postal cars and other duties, requests that the Postal Commission consider the duties connected with this assignment, and, if the act seems warranted, advance the classification from a chief clerkship to assistant superintendent Railway Mail Service..

The duties of this assignment are, primarily, the formulation of plans and specifications for the construction of all types of steel, steel underframe, and wooden postal cars, including letter cases, bag racks, and other fixtures used in the handling and distribution of mail matter; inspection of new postal cars when building, to be assured that the specifications of the Postal Service are complied with, three inspections being made of all new cars; inspection of old mail cars when rebuilt by railroad companies to extend their usefulness and service, two inspections being made in such cases; investigation of complaints by postal clerks of unsound physical condition or construction of postal cars, reports of inadequate lighting, heating, or other defects or deficiencies.

This position carries with it assignment to departmental committees on standardization of postal cars, on study and tests of devices presented by inventors for exchanging mails at nonstop railroad stations, and on mechanical devices for distribution of mail in post offices.

This official also represents the department, when occasion requires, in laying out space in depots assigned as terminal railway post offices, preparation of lighting plans, and in other features.

This is the only assignment of the kind in the Postal Service, and the duties of the office require inspections to be made in all parts of the United States also at important centers in Canada, where postal cars owned by Canadian companies but which operate in United States territory are built or rebuilt. The office renders both to the Post Office Department and railway post clerks a very important service in insuring cars suitable in construction and arrangement for all classes of postal service and in the other duties assigned to the position from time to time by the department.

The importance to the department and postal clerks of the duties of the office and the responsibility thereof, it would appear, warrant its reclassification from a chief clerkship to an assistant superintendent Railway Mail Service. The matter has been presented to the department for consideration, and with a view of obtaining further details it is suggested that your commission request the department to submit data and recommendation and, if warranted, that the classification of the position be advanced as stated.

(Whereupon the commission adjourned at 1 o'clock p. m.)

(Subsequent to the hearing the following protest against certain provisions of the general brief was filed with the commission:)

Comes now the assistant chief clerks of the Railway Mail Service and pray that they may be permitted to submit a brief supplemental to the brief offered by a subcommittee of five selected by representatives of the supervisory officials of the Railway Mail Service, and for the following reasons:

1. That the subcommittee has not set out the full relation of the assistant chief clerks, Railway Mail Service, to the Postal Service.
2. That the subcommittee has not stated the conclusions of the full committee of 21 as to the relative salary of assistant chief clerks, Railway Mail Service.

GUSTAVE A. OLSSAN,
Assistant Chief Clerk, Thirteenth Division, Portland, Oreg.

FRED W. CARTER,
Assistant Chief Clerk, Spokane, Wash.

WILLIAM BELL,
Assistant Chief Clerk, Seattle, Wash.

MARION W. HODGE,
Assistant Chief Clerk, Helena, Mont.

BRIEF.

1. Assistant chief clerks, Railway Mail Service, are now from 30 to 40 per cent of the time in full charge of the administrative duties of the chief clerk at the office, and this because the chief clerk is absent from his office on inspection trips of railway post officers.

2. That even when chief clerks are on duty at their offices the duty of conducting the majority of matters presented devolves upon the assistant chief clerks, because the chief clerk, by reason of his absence from the office, is not familiar with the matters requiring attention and action.

3. That because of these facts the difference between the recommendation for salaries of chief clerks, Railway Mail Service (\$4,200 per annum), and salaries of assistant chief clerks (\$3,300 per annum), is too great, and is not fair, just, nor equitable.

4. That the recommendation proposes increase over basic salaries for chief clerks, 100 per cent; heads of departments in offices of superintendents, 100 per cent; and for assistant chief clerks, 83 per cent, which we protest as unjust to the last-named class. Also, that this was not the conclusion of the full committee of 21, it having rejected the proposal to give heads of departments in offices of superintendents a higher classification than assistant chief clerks.

Wherefore, your petitioners, the assistant chief clerks, Railway Mail Service, pray that in the adjustment of salaries they be given a salary fair, just, and equitable as measured by the salary recommended for chief clerks and not less than the salary recommended for heads of departments in the offices of superintendents of the Railway Mail Service.

(Similar protests were subsequently filed by a number of other assistant chief clerks.)

POST OFFICE INSPECTION SERVICE

HEARINGS

BEFORE THE

JOINT COMMISSION ON POSTAL SALARIES CONGRESS OF THE UNITED STATES

SIXTY-SIXTH CONGRESS

FIRST SESSION

FOR

**CLERKS, INSPECTORS, AND INSPECTORS IN CHARGE,
POST OFFICE INSPECTION SERVICE**

**HELD AT WASHINGTON, D. C.
OCTOBER 23, 1919**

Volume 4



**WASHINGTON
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1919**

JOINT COMMISSION ON POSTAL SALARIES.

JOHN H. BANKHEAD, Senator from Alabama, *Chairman*.
JOHN A. MOON, Representative from Tennessee, *Vice Chairman*.
KENNETH McKELLAR, Senator from Tennessee.
EDWARD J. GAY, Senator from Louisiana.
THOMAS STERLING, Senator from South Dakota.
GEORGE H. MOSES, Senator from New Hampshire.
THOMAS M. BELL, Representative from Georgia.
A. B. ROUSE, Representative from Kentucky.
HALVOR STEENERSON, Representative from Minnesota.
MARTIN B. MADDEN, Representative from Illinois.
CECIL A. BEASLEY, *Secretary*.
ISHAM P. BYROM, *Assistant Secretary*.

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POSTAL SALARIES.

JOINT COMMISSION ON POSTAL SALARIES,
Washington, D. C., Thursday, October 23, 1919.

The commission met at 10.45 o'clock, a. m., Hon. John H. Bankhead (chairman) presiding.

Present: Senators Bankhead, Gay, and McKellar; Congressmen Moon, Bell, Rouse, Steenerson, and Madden.

Inspectors Pemberton, Keys, Reuter, Griswold, and Marles were present as a committee representing the city and field inspectors and the clerks in offices at division headquarters.

Also Inspectors-in-Charge Joe P. Johnston, Kansas City, Mo.; William E. Cochran, New York city, and George A. Leonard, of Philadelphia, representing inspectors in charge.

The CHAIRMAN. This meeting is for the purpose of hearing the Post Office Inspection Service. The list furnished me contains the names of three speakers: The first is Mr. Keys, of Chattanooga, Tenn. I want to say in advance, gentlemen, that when you have made your statements, if you have any briefs you want to file, you can leave them with the secretary of the commission.

STATEMENT OF MR. W. R. KEYS, CHATTANOOGA, TENN., REPRESENTING THE POST-OFFICE INSPECTORS.

Mr. KEYS. Mr. Chairman and Gentlemen: The post-office inspectors were greatly pleased when Congress authorized this commission in order that postal employees might make their appeal to you. We have never had an organization of post-office inspectors, but when this came to our attention, we held a meeting in Chicago, composed of a representative from each of the 15 divisions, and these delegates selected a committee to prepare a brief which we wish to present to you. If you will bear patiently with me for about 15 or 20 minutes, I think I would prefer to read this. [Reading:]

By the authority of the entire force of post-office inspectors in the United States, we, the undersigned inspectors, submit the following brief for your information, trusting that it will aid you in arriving at a satisfactory conclusion in regard to the proper reclassification of the inspection force and the readjustment of their salaries.

The official designation of post-office inspectors, and the principal duties to which they are assigned, may be found in section 36, Postal Laws and Regulations, reading as follows:

"Post-office inspectors are the special representatives of the Postmaster General. They are charged with the investigation of post offices and all matters connected with the Postal Service, and with keeping the department advised as to the condition and needs of the service. Alleged violations of law are to be investigated and reported upon by them, and they will, when necessary, aid in the prosecution of all criminal offenses."

Post-office inspectors are appointed by the Postmaster General, after an experience of at least four years in the Postal Service, upon passing a technical, written civil-service examination, testing their knowledge of the Postal Service and following a personal examination by experienced inspectors to determine their fitness for the position. The appointment is made subject to the following Executive order:

"Hereafter, in filling vacancies in the force of post-office inspectors, the Postmaster General shall apportion them by States, based as nearly as possible upon the population as determined by the last census. The force shall also be apportioned fairly between the political parties, and advancement in the service shall be based upon merit.

" WOODROW WILSON.

" THE WHITE HOUSE,
" February 16, 1917."

Upon the appointment of a post-office inspector, a commission is issued to him by the department, personally signed by the Postmaster General, which contains the following statement:

"John Doe is a duly accredited agent or officer of this department and travels by my direction on its business. He will be obeyed and respected accordingly by mail contractors, postmasters, and all others connected with the Postal Service. Railroads, steamboats, stages, and other mail contractors are required to extend the facilities of free travel to the holder of this commission."

The appropriation act of 1865 provided for an indefinite number of special agents (the former designation of post-office inspectors) at \$1,600 per annum, with a per diem of \$5 while employed, which made their compensation more than that of the highest paid supervisory officials in the Postal Service. Prior to 1890 appropriations for post-office employees were made on the budget plan and their salaries were fixed by the Postmaster General. Records of salaries paid at that time are incomplete in many post offices, but the following information was obtained at Cincinnati, Ohio: In 1868 the superintendent of mails was paid a salary of \$1,600; in 1872, \$1,800; in 1878, \$2,000; in 1884, \$2,250; in 1890, \$2,700. At the present time his compensation is \$3,150.

Under the policy of the department, until the year 1890 there was but one class of post-office inspectors. They were appointed at \$1,200 per annum, and at the expiration of a probationary term of six months were either dropped from the service or promoted to \$1,600. Changes have been made in the salaries of inspectors and other supervisory officers from time to time, and the act making appropriations for the Post Office Department for the fiscal year ending June 30, 1920, provides for 30 post-office inspectors at \$2,400; 20 at \$2,250; 32 at \$2,100; 20 at \$2,000; 30 at \$1,900; 90 at \$1,800; 60 at \$1,700; 60 at \$1,600; and 65 at \$1,500. This act also provides that superintendents of mails shall receive salaries not to exceed \$3,200, and assistant superintendents of mails, salaries not to exceed \$2,700 per annum. This clearly evidences the fact that the advances in the salaries of post-office inspectors have not kept pace with other supervisory officials who are subordinate to them in all service matters, and the present and ever increasing disparity in salaries paid organized employees and supervisory officials compared with unorganized post-office inspectors is so apparent that comment here is unnecessary.

Mr. ROUSE. Do you know of any instance where a superintendent of mails has been transferred to the inspection service?

Mr. KEYS. No, sir; I do not, but I do know of inspectors who have been transferred to the position of superintendent of mails in large post offices. [Continuing reading:]

This obtains regardless of the fact that the duties and responsibilities of post-office inspectors have been multiplied several times since the period from 1865 to 1890.

In a brief submitted to the chief inspector under date of September 4, 1914 by a committee composed of Inspectors in Charge Wm. E. Cochran, George M. Sutton, and George A. Leonard, the following statement appears with reference to the inspection force:

"The service as a whole was better provided for under the terms of the appropriation act of 1865 than at the present time; in other words, the force has not advanced financially for 50 years, a statement that can not be made of any other branch of the service."

The duties of a post-office inspector are briefly described by the Chief Post-Office Inspector Joe P. Johnson, in his annual report for the year 1913, as follows:

"There is practically no limit to the variety of work assigned to an inspector. He investigates and reports upon matters affecting every branch of the Postal Service. He is a traveling auditor, to check up accounts and collect shortages, a postal expert, to decide where an office should be located, how fitted up, or how many clerks or carriers it may need. He is a supervisor and instructor for postmasters and all other employees of the service, and must be prepared to give instructions on any feature of the postal business at any time. He negotiates leases for post-office premises, and investigates all manner of charges against postmasters and employees. In serious cases he displaces postmasters and sometimes must assume control of the office himself. He determines when city delivery may be established and lays out rural routes. In the matter of smaller offices he reports upon the qualifications of applicants and establishes an eligible register from which postmasters are appointed. Where there is a theft of mail he must locate and apprehend the thief. In every loss by fire or robbery he is the adjuster. In violations of the postal laws he must find the criminal and the evidence to convict him. In prosecutions he must assist the United States attorney. He inquires into all things that demand personal attention and handles many cases where the property, position, reputation, or even the liberty of the citizen is affected by his report. He is to find all of the facts and state them completely, without fear or favor, as a basis for departmental action. The inspector needs all-round ability, and the one who measures up to the demands is worth far more than the salary he receives."

In amplification of the above statement it is deemed advisable to show a little more fully the scope and importance of an inspector's work. As a traveling auditor, he not only is required to audit the money-order, postal, postal-savings, war-savings, and war-revenue accounts of postmasters, amounting to millions of dollars, but he is required to instruct postmasters in the complexities of the central accounting system, and frequently is compelled to render their accounts to the auditor for extended periods. He is a supervisor and instructor of postmasters and all other supervisory officials and must be qualified to reorganize and direct the service in the best-improved methods in the largest post offices, and at times to assume temporarily the duties of postmaster at offices where the salary paid is largely in excess of his own. He must possess the business ability to contract in an intelligent manner for leases for post-office premises, where the amounts involved aggregate many thousands of dollars annually, and to protect the departmental interests. The lease contracts in New York and Chicago alone approximate \$1,000,000 per annum. Individual leases run as high as \$100,000 per annum, and the total expenditure for leases throughout the country amounts to \$5,000,000 per annum, all this vast sum being expended by the department solely upon the judgment and recommendation of post-office inspectors. The department must rely largely upon the expert opinions of inspectors as to the expenditure of the vast sums necessary to maintain the Postal Establishment, approximating \$400,000,000 per annum, the inspectors being guided in their recommendations by the policy of the postal administration, which they must at all times be ready to support, as specifically instructed by the Postmaster General, section 9, paragraph 3, Book of Instructions to Inspectors, reading as follows:

"The inspector should recognize that he is the representative of the Postmaster General under whom he is at the time serving. The policies of the department may vary with different administrations, and the inspector should be prepared to support them loyally, whether they accord with his personal views or not; and he should refrain from public criticism of the department or its purposes and methods. This does not estop him from presenting his views through the proper official channel, and when so presented they will receive due consideration."

In the investigation of important criminal cases, while the inspector is in no sense a policeman or a detective, he must contend with the most desperate and resourceful criminals, especially in apprehending and procuring evidence for the conviction of notorious bands of train robbers and safe blowers. In the investigation of cases bearing upon the use of the mails in furtherance of schemes to defraud he comes in contact with the shrewdest, most intelligent, and unscrupulous offenders known to criminal history, whose operations, running into millions of dollars annually, result in defrauding a class of citizens,

who are least able to lose, of their hard-earned savings. From time to time branches of black-hand societies spring up in settlements of foreign population, and it is through the activity of post-office inspectors that these offenders are brought to justice and the country protected against the growth of these nefarious and dangerous foreign societies.

A most beneficent service rendered by inspectors is the persistent, untiring, and vigilant fight they wage to prevent the use of the mails as a channel for conveying obscene, lewd, lascivious, filthy, and treasonable matter, and a Federal judge, in charging a jury, stated that the purity of the mails is a magnificent testimonial to the energy and intelligence of inspectors in preventing these human vultures from plying their nefarious and infamous trades. Considering the fact that only a small per cent of the time of inspectors is devoted to criminal work, the skill displayed and results obtained are remarkable.

In a recent address delivered by the Postmaster General to the post-office inspectors in charge of the various divisions of the United States, in referring to the work performed by inspectors during the perilous days of the World War, he said:

"To you, gentlemen, I want to say, and I am glad of this chance to do so, that it was a great comfort to me as the head of the department when we were in the midst of the performance of these herculean tasks to know I had 15 men throughout the country in charge of the divisions of post-office inspectors, with 420 others under them, all men of courage, men of ability, men of character and integrity, men thoroughly trained in postal affairs, who were ready and willing to aid in meeting these duties. I frankly say to you that but for the assistance that you rendered this department in this trying period it could not have succeeded as it did succeed. You did your duty and for it you have the approval of your own conscience, and whatever gratification it may be to you I want you to know that you have the appreciation of the head of the Postal Establishment and of the four assistants who head its bureaus. I want to thank you, and through you the 435 men who are under you, for the splendid service you have rendered. You have performed a service not only well but fairly and impartially and in a thoroughly nonpartisan way."

Since the time that post-office inspectors were placed in the classified service, vacancies occurring in the force have been filled by transfers from other branches of the Postal Service subject to civil service examination, after an experience of at least four years. As a result of the fact that salaries paid inspectors at the time they entered the classified service compared favorably with those paid to employees holding other supervisory positions in the service, opportunity was afforded the department to select as inspectors employees having the necessary qualifications for the position. Vacancies in the force of inspectors were filled by transfers of assistant superintendents, chief clerks, and clerks in charge in the Railway Mail Service, or employees holding the higher supervisory positions in post offices. Following the frequent and consistent advances in salaries allowed the classes of employees from which recruits were formerly drawn to fill vacancies in the inspection force, without corresponding advances in the salaries of inspectors, it is becoming extremely difficult to maintain a high standard of efficiency in the inspection force, due to the fact that employees fitted by experience and ability now refuse to transfer to the inspection service. It has now reached the point where men qualified for the inspection service decline offers of transfer, and it is necessary to recruit the inspection force by transferring clerks and letter carriers from the lower grades in post offices.

As a natural result of the continued advance in salaries paid to other supervisory employees, many of the best qualified inspectors have left the inspection service to accept supervisory positions in post offices and in the Railway Mail Service, for the reason that such positions are preferable from a financial standpoint, and they do not require the wide technical knowledge, impose the arduous duties incident to the work of an inspector, or deprive him of the comforts of home. The former practice of recruiting the post office inspection force from the ranks of supervisory officials in other branches of the service has been reversed, and now the ranks of such supervisory officials are recruited from the inspection service. Bearing in mind the fact that post-office inspectors are the supervisors of all supervisory officials in the Postal Service, this condition of affairs greatly endangers the efficiency of the entire Postal Service. It is a well known business axiom that no organization will rise higher or become more efficient than its supervisory force.

Since the time that salaries in the inspection service have failed to measure up to those paid employees in other branches of the Government service and in the business world, for work requiring the qualifications necessary for an efficient and successful inspector, many resignations of competent members of the force have occurred. Incidental to the extension of the work in the Bureau of the Commissioner of Internal Revenue, requiring a largely augmented force of expert investigators, a number of efficient inspectors have transferred to that bureau as a result of material increase in salary, averaging more than one thousand dollars per annum. Resignations are of frequent occurrence of late, made to enable inspectors to enter positions in large corporations at greatly advanced salaries. This proves the unquestioned ability and qualifications of the experienced man in the post-office inspection service, and we feel that in order to maintain the high plane of this branch, upon which an efficient Postal Service so largely depends, early action should be taken to make the position of an inspector an attractive one to employees having the necessary qualifications to fill it in an efficient manner.

An inspector in charge of one of the divisions, in a letter recently addressed to the chief inspector, made the following statement relative to the employment of inspectors by business firms:

"With a view to determining the value placed upon experienced inspectors by business institutions which have tempted a considerable number of inspectors to resign from our service in recent years, I have made some inquiry and am pleased to advise you that the minimum salary now paid any of the former inspectors referred to is \$3,000, with an unlimited actual expense account, which enables them to pay all their expenses when on the road without encroaching upon their salaries. While this is true, your records will show that a majority of the inspectors who have resigned to go with business institutions had not attained the highest salaries paid in our service."

Illustrative of the effect that the failure to place the inspection service in its proper relative position and provide adequate salaries to keep pace with advances in other supervisory positions has had upon resignations, the following tabulation is submitted showing the voluntary resignations of inspectors for the years mentioned:

Year:	Number of resignations.
1900 -----	2
1901 -----	3
1902 -----	5
1903 -----	4
1904 -----	4
1905 -----	5
1906 -----	10
1907 -----	8
1908 -----	7
1909 -----	8
1910 -----	10
1911 -----	19
1912 -----	17
1913 -----	24
1914 -----	36
1915 -----	32
1916 -----	21
1917 -----	19
1918 -----	37
1919 (July 1 to October 22) -----	15

The post-office inspector, as the special representative of the Postmaster General, is enjoined in the book of instructions to inspectors to stop at hotels in keeping with the dignity of his position, and to give due regard to his personal appearance, as "apparel oft proclaims the man." The exigencies of the service are such that the average inspector is continually traveling, and is deprived of the comforts of home life and the opportunity of association with his family. He is frequently required to change his place of residence at great personal expense, and is thus practically deprived of the pleasure of owning his own home. Frequent changes of domicile seriously interfere with the education of his children and the forming of profitable and pleasant associations and friendships for himself and family. It is incumbent upon him to maintain a standard of living for himself and family in keeping with his position, which can not be

done under present living conditions on the salaries now paid. He must meet and associate with officials of the Department of Justice—Judges, United States attorneys, and marshals. He must maintain friendly relations with post office officials and other officers of the law, which frequently necessitates expenditures for entertainment for which no reimbursement is made.

An inspector is required to give his entire time to the Postal Service on penalty of removal for failure so to do. The questionnaires in the hands of your honorable commission show that inspectors are employed an average of 11 hours daily and they are on duty every business day of the year, except when on annual leave. He is burdened with voluminous correspondence with postmasters throughout his territory which often encroaches upon his time during Sundays and holidays and other hours which should be devoted to rest and recreation. His employment is attended by an element of personal danger while engaged in travel and upon investigations, and in recent years a number of inspectors have met death through assassination and by accident, while others have been wounded and met with accidental injuries.

The inspection force is more than self-sustaining by reason alone of money recovered from thieves and embezzlers, as shown by the report of the chief inspector. It is many times self-sustaining by reason of the constructive economies effected, and the granting of increased compensation should attract men of such ability that these advantages to the public and the department would be materially increased. Owing to the limited number of men employed in the inspection service it will require a comparatively small appropriation to provide attractive salaries, and the importance of the various functions of this branch of the service is so great that it would be morally wrong to intrust them to an inexperienced force of men ever changing in its personnel through lack of adequate compensation.

As evidence that the Postmaster General believes that employees should receive a wage equal to that paid by the leading commercial institutions the following statement is quoted from his annual report, page 9, for the year ended June 30, 1916:

"It has been the earnest effort of the department to fix the standard rates of the pay for the different classes of work at from 15 to 30 per cent above the average rates paid for similar services by the leading commercial institutions of the country. The same rule has been followed throughout the Postal Service in fixing salaries that are not fixed by law. Wherever an employee or a group of employees is found to be receiving salaries below the standard the department will make an effort to secure appropriate increases."

Basing our action upon the salaries paid by leading commercial institutions of the country, and the fact that the average salary of post-office inspectors, which is about \$1,800, shows no increase that is comparable with the advances made in the salaries of other supervisory officials within the last 50 years, and bearing in mind that the inspection force has not advanced financially since 1865, we respectfully submit for your consideration the following reclassification and readjustment of the salaries of inspectors on a more equitable basis:

Entrance salary	\$2, 600
Second grade	2, 800
Third grade	3, 000
Fourth grade	3, 200
Fifth grade	3, 400
Sixth grade	3, 600
Seventh grade	3, 800
Eighth grade	4, 000
Ninth grade	4, 200

This table is tentative. In view of the fact that all supervisory officers are subordinate to post-office inspectors we believe that the maximum salary of an inspector should not be less, but should exceed, that of the highest-paid supervisory official in first-class post offices.

In the interest of efficiency a policy has been adopted in connection with the employment of clerks and carriers in post offices and clerks in the Railway Mail Service, requiring that such employees shall receive automatic promotions annually to the next higher grade upon proof of satisfactory service. It is our judgment this policy should prevail in the inspection service. It is the proper method of recognizing meritorious service, and it prevents dissension in the ranks.

In the reclassification of post-office inspectors in the new grades submitted we respectfully request that provision be made for not less than 40 per cent of the present force in the four highest grades, and that field inspectors receiving \$2,100 at this time be classed with city inspectors receiving \$2,400, field inspectors at \$1,900 with city inspectors at \$2,250, and field inspectors at \$1,800 with city inspectors at \$2,000.

There is a diversity of opinion among post-office inspectors in regard to the best method of paying their expenses while employed away from their homes, but with the reclassification of the force in accordance with the table of grades submitted, the men will be satisfied with any provision that may be enacted to meet their traveling expenses.

Respectfully submitted.

J. L. PEMBERTON, *Atlanta Division.*
W. R. KEYS, *Chattanooga Division.*
F. W. REUTER, *Chicago Division.*
MORGAN GRISWOLD, *Cincinnati Division.*
W. J. MARLES, *St. Paul Division.*

Mr. KEYS. I want to say in closing that the table submitted is tentative and it was not our desire to submit a table of salaries, believing that we ought to be classed relatively with the other supervisory officials and our salaries fixed accordingly, but we saw from the developments the other day in one of the hearings that you desired us, possibly, to say what we thought we ought to have, and we have therefore given you this table.

Now, I want to tell you why we believe we ought to have the salaries we have mentioned. We have a force of men that are resigning. Their duties bring them such experience that they are sought by large corporations and they do not hesitate to resign, and they are leaving the service in large numbers, and I believe that the chief inspector and the inspectors in charge of the different divisions will tell you of the number of resignations being received and the difficulty they are experiencing in getting men to take their places; and they will tell you also that it creates a condition in our service that is alarming.

Another reason I think that we should have these salaries is the fact that other departments of the Government are paying more, and taking our men away, as I have stated. The Bureau of Internal Revenue has taken a number of our men, and I think they start them in as inexperienced men in that line of work at from \$2,750 to \$3,600, and most assuredly I think that the great Post Office Department ought to keep pace with these salaries for the men who have been in the service for years and years and are experienced in the work.

We take different views, even inspectors, of this subject. Men of family, like myself—I have reared four boys and four girls while in the post-office service, but I couldn't do it now. We feel the burden—men who have families—much more than men who haven't these responsibilities. By going through the questionnaires you will note that some of the men have been able to go through the year on salaries now paid, but they are men without these responsibilities.

It was suggested to us we ought to follow the custom of some people who appear in damage suits in court and ask for a great deal more than we expect to get, on the theory that it will be scaled. On the other hand, it was suggested to us we should not ask for the amount I have named, because we couldn't get it. That we are entitled to it, but couldn't get it. But gentlemen, believing that

we should deal fairly with you and with Congress, and believing that you will deal justly with us, we can not come here and tell you something that we can not stand by. We are telling you conscientiously in our briefs the conditions of the inspectors' service, and we tell you what we honestly believe we ought to have, and what will make the service attractive enough to bring men into it and make it the kind of supervisory force the Post Office Department needs.

The CHAIRMAN. How long have you been in the service?

Mr. KEYS. I have been in the service more than 21 years.

The CHAIRMAN. What position did you first hold?

Mr. KEYS. At the time I was appointed an inspector, I was in the post office, in the registry department, but I had served before as postmaster.

The CHAIRMAN. Your service as an inspector dated from your entrance into the service.

Mr. KEYS. No, sir; I was a postmaster; then I was in the registry department, and I was appointed an inspector from that position.

Senator McKELLAR. What is your salary now?

Mr. KEYS. Twenty-one hundred dollars.

Senator McKELLAR. And a bonus?

Mr. KEYS. Of \$200.

Mr. MOON. You spoke of the size of your family. Do you think it would be at all practical for the commission to undertake to fix the salaries of the inspectors according to the size families they have and the burdens upon them?

Mr. KEYS. In that case, Judge, I would be drawing a good salary.

The CHAIRMAN. Yes; but some of your brethren wouldn't be drawing anything.

Mr. KEYS. I hope Judge Moon wasn't reflecting on our bachelor friend, Pemberton, who is present.

Mr. ROUSE. What is the average length of service of the inspectors in charge?

Mr. KEYS. How is that?

Mr. ROUSE. I said what is the average length of service of the inspectors in charge? That is, not only their service as inspectors, but their service in the Postal Service—the number of years in the Postal Service?

Mr. KEYS. Well, I couldn't answer that. Twenty-five years, Mr. Johnston tells me.

The CHAIRMAN. You spoke of the per diem you are getting. You get \$1 a day now?

Mr. KEYS. Yes, sir.

The CHAIRMAN. Is it your desire that that law be continued as it is, or would you rather have your salaries increased and pay your own per diem?

Mr. KEYS. There is a diversity of opinion among the men; some would be satisfied to go on with the per diem and some have other views, and we have compromised by saying we are willing, if we can get a reasonable salary, to let Congress provide any method they please to pay our expenses.

The CHAIRMAN. It was intimated in there that the post-office inspectors were expected to go to a good hotel.

Mr. KEYS. That is the book of instructions.

The CHAIRMAN. How are you going to get along at a good hotel on \$4 a day?

Mr. KEYS. Within this month I have paid \$4 for a room, a room without a bath, too.

Mr. MOON. The question is, What is a good hotel?

Mr. KEYS. Oh, well; I don't mean a hotel like the Waldorf-Astoria or the Willard. Take your own town; who could say what was regarded by the Post Office Department or the Postmaster General as a good hotel?

Mr. MOON. You had better not take our town as an example, because all our hotels are good hotels.

The CHAIRMAN. You have got to stop at one of them.

Mr. KEYS. That is the difficulty. The older men, especially, are in a class of work that takes them all over the country. There may be a good hotel in a town that is not expensive, but they do not know it. They must go to a reputable hotel and usually it is a hotel of high price and it cuts into their compensation deeply. It is especially the older men who do this class of work.

Senator GAY. How much of the time are you away from home, traveling around?

Mr. KEYS. I am away from home all the time except on Sunday. I believe I have only spent one week day home this year. No; I will qualify that. I had some affliction that carried me home a little while.

Senator GAY. So that this per diem is practically a constant expense?

Mr. KEYS. Yes. I have been away from home possibly six months at a time, not seeing my family in all that time.

Mr. MOON. About what is the difference between the salary of a man who remains at his domicile, where he doesn't get per diem, and the man who goes out and does get per diem? Will the eventual result, in computing his salary, be very different or not?

Mr. KEYS. Not now.

Mr. MOON. When you are home you have certain expenses anyway, that have to be counted, but when you are away from home you have a greater expense. About what would be the difference in a man's expenses between the man who remains at his domicile, where he gets no per diem, and the one who goes out?

Mr. KEYS. That question had not occurred to me and I couldn't answer it offhand.

Mr. MOON. But the man who stays at home and has to pay his expenses there, ought not he to have some allowance for expenses commensurate with the man who is out, so as to equalize salaries?

Mr. KEYS. That would be just, but the men known as city men are willing to work for less money in order to have the comforts of home life.

Mr. MOON. That is the difference between them?

Mr. KEYS. Yes.

Senator McKELLAR. Many of these inspectors are carried into small towns throughout the country, are they not?

Mr. KEYS. Yes, sir.

Senator McKELLAR. Their hotel bills wouldn't amount to \$4 a day, would they?

Mr. KEYS. They don't in many instances.

Senator McKELLAR. I just had in mind a great many hotels of the towns in my State, the hotels at which I put up they very rarely charged me as much as \$4 a day. However, that was some time ago and prices have gone up since then, but I don't think the hotel rates in the small towns throughout the country are as high as \$4 a day.

Mr. KEYS. Well, we have had an opportunity to look over the questionnaires and they show that a large majority of the men are not able to meet their expenses with the per diem allowed.

Senator McKELLAR. That is, computing both the city expenses and the small town expenses?

Mr. KEYS. Yes, sir.

The CHAIRMAN. When you make your returns—for instance, you are out on a trip and you are allowed \$4 a day—do you simply send in your account at \$4 a day, or do you itemize your expenses?

Mr. KEYS. It is a straight allowance of \$4 a day.

The CHAIRMAN. You don't itemize it?

Mr. KEYS. The city men do. When they are away from their homes, they are allowed actual expenses. They have to itemize them.

Senator McKELLAR. There is a difference between city men and those who come from the country?

Mr. KEYS. I mean men who are in the large cities and are known as city men. They get no expenses except when they are away from their homes.

Mr. MOON. You get your expense money whether you spend it or not?

Mr. KEYS. The per diem men do.

Mr. MOON. They get \$4 a day, no matter whether they have to pay \$4 for their accommodations or not?

Mr. KEYS. Yes, sir.

The CHAIRMAN. The next gentleman is Mr. Griswold, of Cincinnati, Ohio.

Addition to statement of Mr. W. R. Keys.

Mr. KEYS. Senator, will you let me make a correction in the record. I believe that the Senator misunderstood me about this per diem; that it was continuous when I was away from home. I have my home at one town and I am officially domiciled at another. I live at Cleveland, Tenn., and my official domicile is at Chattanooga and, as Judge Moon told us, they have good hotels there, and I lose per diem there.

Senator McKELLAR. You mean that you are officially domiciled at Chattanooga, and when you are at Chattanooga, you lose your per diem?

Mr. KEYS. I lose my per diem.

Senator McKELLAR. Why is that? That isn't fair.

Mr. KEYS. A man is domiciled at the largest town in his territory.

Senator McKELLAR. What is the purpose of that?

Mr. KEYS. I can not tell you, because I do not know why that policy has been established.

Senator McKELLAR. Is that for reasons of economy; so as to save that per diem? Has it always been that way?

Mr. KEYS. As a rule, yes; it has not always been followed, but, as a rule, that has been the policy of the department.

Senator McKELLAR. How would it affect you if you were domiciled at Cleveland—most of your time would be spent at Chattanooga?

Mr. KEYS. Not most of it, but I have to spend a lot of time there to take care of the work there.

The CHAIRMAN. The work concentrates there?

Mr. KEYS. Yes, sir. The reason I wanted to correct the record was that I thought you gentlemen got the idea that the men got \$4 a day for the year.

Senator McKELLAR. I did.

Mr. KEYS. They do not. Many inspectors get no more than 15 days a month, and I know one inspector that doesn't get more than four or five days. Mr. Pemberton just called my attention to the fact that last month he only got 17 days.

Senator McKELLAR. He gets it at the rate of \$4 a day when he does get it?

Mr. KEYS. When he is away from his official domicile. A man may have his home at his official domicile; then he only loses once.

Senator McKELLAR. But you lose when you are at home and when you are in Chattanooga?

Mr. KEYS. Yes, sir; because I prefer to live at Cleveland, since my home is there. I wanted to correct that impression. A man only gets that per diem when he is in the field, away from his official domicile and away from his home.

Senator GAY. About what proportion do you receive per diem; about half the month?

Mr. KEYS. At present I receive more than that, because I am on general investigations that keep me away from home and from my official domicile.

Senator GAY. Throughout the year would it be about one-half?

Mr. KEYS. More than one-half, I would say. But there are inspectors that do not get one-half.

Senator McKELLAR. I want to ask Mr. Johnston a question. What is the reason for giving these men an official residence in the largest town?

Mr. JOE P. JOHNSTON. It is a departmental practice.

Senator McKELLAR. For the reasons of economy?

Mr. JOHNSTON. It is also a matter of law. The law provides that inspectors may be allowed a per diem when away from their residences and from their domicile.

Senator McKELLAR. I know, but take a man like this witness. His home is in Cleveland, Tenn., which is a short distance from Chattanooga, and they give him an official residence in Chattanooga. It seems to me that that is manifestly unfair and I do not believe it is in accord with any law. It seems to me that the rule should be changed so that his real residence should be the official residence for the purpose of drawing this per diem, because, in the case mentioned, his greatest expense is at Chattanooga. If he was allowed \$4 per diem in Chattanooga and in all of the smaller towns, it would probably even itself up.

Mr. JOHNSTON. Senator, your position is one that would meet with a great deal of approval on the part of the inspectors of the service, and if it was provided for by an amendment of the law, it would be

fair and just. In the pension service, in the acts regulating the pension examiners, provision is made for the payment of a per diem for every day of the year, regardless of the question of domicile. They send their examiners to Memphis and make their headquarters there, and most of their time will be spent in Memphis and they are allowed per diem while there.

Senator McKELLAR. In the Revenue Service, I think, they have a way of designating an official residence.

Mr. JOHNSTON. I think they have.

The CHAIRMAN. It works a hardship.

Senator McKELLAR. Yes; it does.

Mr. STEENERSON. Isn't this all on the theory that it is the duty of an official to reside at a central point?

Mr. JOHNSTON. That's the idea.

Mr. STEENERSON. Just the same as when the people elect a sheriff of a county, or an auditor, they usually expect him to live at the seat of the government; and an inspector is supposed to make his official headquarters at the most central city in his official jurisdiction, and if you allowed a man to have his domicile on the outskirts he would be collecting more expense than if he was required to have his domicile in the central city.

Senator McKELLAR. There is no real reason for it, because if a man's home—take this case: I think Cleveland is about 30 miles from Chattanooga, isn't it?

Mr. KEYS. About that.

Senator McKELLAR. That is his honest, real, regular home and he is appointed from that home. Now, when he is so appointed, with the knowledge of the fact that that is his bona-fide home and the department gives him an official residence at Chattanooga for the purpose of cutting off his per diem it is manifestly unfair and unjust.

Mr. STEENERSON. I don't believe it is unfair and unjust. I want to record my position on that. I think it is exactly the same as if you elect a sheriff from a corner of the county. He is supposed to live at the county seat and counts his mileage from there.

Senator McKELLAR. He isn't required to do that by any law in the country. There is no sheriff that is required to live at the county seat. He is required to execute the law from there.

Mr. STEENERSON. That is his official residence and he counts his mileage from there.

Senator McKELLAR. In my State, the sheriff of a county is not permitted to vote at the county seat.

Mr. STEENERSON. They have to, in my State. I assume it is similar in Tennessee when you come to examine it. The mileage, travel pay, of all officials is from the county seat, no matter where they live. They may go right out on their own farm, in their own family, and serve a subpoena on a man there, and they will count the mileage from the county seat, and when this law was framed it was the view of the Government officials that a man who accepted the position did not accept it as pertaining to his own home, but he accepted it on the theory that he would consider the central city in that jurisdiction as his domicile.

Mr. JOHNSTON. There is one particular, Mr. Steenerson, in which the inspector's position differs from that of a sheriff or an officer like—

Mr. STEENERSON (interposing). I know they differ.

Mr. JOHNSTON. I would like to make it clear. A sheriff is elected for a term of years, two years in most States. He can go to the county seat and establish a home with the knowledge that he is to live there during the term of his office, and he can take advantage of all the opportunities for economy that go with home life. The inspector is subject to a change of domicile at any time that service conditions require it, and he is changed so frequently at times that it is impossible for him to establish a home.

Mr. STEENERSON. How long have you been domiciled at Chattanooga?

Mr. KEYS. Since the first of June.

Mr. MOON. Do you get per diem while you are in Chattanooga?

Mr. KEYS. No, sir.

Mr. MOON. While you are in Cleveland?

Mr. KEYS. No, sir.

Mr. MOON. You don't get it except when you are away from your residence and away from your official domicile?

Mr. KEYS. No, sir.

Mr. ROUSE. When you were inspector in charge at Cincinnati where were you domiciled?

Mr. KEYS. At Cincinnati.

Mr. ROUSE. Here is a case: Here is a gentleman who has been changed around two or three times, and unless he takes his family with him and establishes his family in the same town he is not entitled to per diem.

Senator McKELLAR. If he took his family with him would he be entitled to it?

Mr. ROUSE. If his official domicile was in Cincinnati and his home, he would be.

Mr. KEYS. If you will allow me to interject, Mr. Reuter has been changed eight times in five years.

Senator McKELLAR. I do not believe it is in accord with the law that he should not be entitled to per diem when he is away from his home, whether it is his official domicile or not. I do not think that was the intention of the law.

Mr. MOON. Oh, yes; that was the intention. It may not be fair, but it is according to the law.

Senator McKELLAR. The law requires that he shall not be paid a per diem while he is at his home?

Mr. MOON. At his residence or official domicile. It may not be fair, but I think it is the law.

Senator McKELLAR. If it is the law, we ought to change it; and if it is not the law, we ought to make the Post Office Department change their ruling.

Mr. JOHNSTON. Here is the provision:

For per diem allowance for inspectors in the field while actually traveling on official business away from their homes, their official domiciles, and their headquarters at a rate to be fixed—

Senator McKELLAR. Judge Moon is right about that. We ought to change the law.

Mr. ROUSE. He is generally right.

Senator McKELLAR. We ought to change it.

Mr. JOHNSTON. (Reading:)

That the Postmaster General may, in his discretion, allow inspectors per diem while temporarily located at any place on business away from their homes or their designated domiciles for a period not exceeding 20 consecutive days at any one place.

Mr. ROUSE. It ought to be made broad enough to cover it.

The CHAIRMAN. Well, Brother Johnston, we will hear you.

Mr. JOHNSTON. Before I start in on the other, I want to assure the Senator that he has discovered something that reaches very closely to the heart of the men in the field and I sincerely trust he will pursue the study of the subject until he finds a remedy.

Senator McKELLAR. I will make a fight for it, because I do not think it is right.

Mr. JOHNSTON. If it had been understood that the question of per diem and expenses could properly be brought before your commission, with a view to correction, I have no doubt but a number of parties would have made suggestions.

Senator McKELLAR. Well, we understand the question anyway. It has been made perfectly plain, and that will be brought before the commission.

Mr. MOON. I think there is another side to that question that we have to discuss in executive session that doesn't make it very plain.

Mr. KEYS. I want to submit the following tabulations made from information obtained from the questionnaires sent to inspectors by the commission, and from data obtained from the records of the department.

The full quota of inspectors numbers 407—337 field inspectors and 70 city inspectors. Only 290 field men and 51 city men are included in these tabulations for the reason that questionnaires were not received from all inspectors in time to appear in this report, and the data called for were not complete in some that were received.

These tabulations show the ages of all inspectors, the number of years each has been employed in the Postal Service, the number of years each has been employed as an inspector, the salaries received, the number of days employed during the last fiscal year, the number of days per diem received during the year, the amount of per diem each received, the number of days employed without per diem and the amount of loss to each represented by these days, the changes of domicile for each inspector since his appointment to this service, whether he lives at his domicile or not, and the number of changes of residence for each inspector.

These tabulations disclose some interesting information concerning the inspection force. A summary of the tabulations by divisions shows that the average age of the field inspectors is 42 years, the average length of time in the Postal Service 18 years, while the average length of time in the inspection service is less than 8 years. This indicates that the experienced men are rapidly dropping out of the inspection service.

The average salary paid a field inspector, provided for in the appropriation act for this year, is \$1,726, with a per diem of \$4

while employed away from his home and his official domicile. The compensation for an inspector is now less than it was in 1865, when the men received a salary of \$1,600 and a per diem of \$5 every day employed. This is shown by the following tabulation:

Salary in 1865.....	\$1, 600. 00
Per diem of \$5 for 288 days (the average number of days inspectors were employed last year).....	1, 440. 00
Total compensation.....	3, 040. 00
Average salary now paid field inspectors.....	\$1, 726. 00
Per diem of \$4 for 244 days (the average number of per diems received last year).....	976. 00
Total compensation.....	2, 702. 00
Loss as compared with 1865.....	338. 00

The city inspectors suffer even more than the field men from this comparison. The average salary now paid to city inspectors is \$2,245, with an allowance not to exceed \$5 a day while traveling, away from their domiciles and homes. City inspectors traveled an average of 48 days last year. Note the following statement:

Salary in 1865.....	\$1, 600. 00
Per diem of \$5 for 287 days (the average number of days city inspectors were employed last year).....	1, 435. 00
Total compensation.....	3, 035. 00
Average salary now paid city inspectors.....	\$2, 245. 00
Expense allowance of \$5 for 48 days (the average number city inspectors traveled last year).....	240. 00
Total compensation.....	2, 485. 00
Loss as compared with 1865.....	550. 00

The question of per diem is an important one to field inspectors, especially those who are domiciled in large cities, away from their homes and where the work congests. They lose per diem both at their official domiciles and at their homes while employed. There is no provision of law for the payment of their expenses while employed at their official domiciles, though they are away from their homes. Reference to the following tabulations will show that many of the field inspectors are losing large amounts of per diem in this way—more than 50 per cent in some instances. To illustrate this point the following inspectors are cited, whose present domiciles were designated during the last fiscal year and whose homes are not at their domiciles:

Names.	Former domicile.	Present domicile.	Date changed.	Loss in per diem.
Caine, C. E.....	Ames, Iowa.....	Des Moines, Iowa.....	Aug. 15	\$468
Dilts, B. F.....	Columbia, Tenn.....	Nashville, Tenn.....	Aug. 1	384
Esch, W. F.....	Stevens Point, Wis.....	Madison, Wis.....	Aug. 15	296
Graham, H. N.....	Decatur, Ga.....	Atlanta, Ga.....	Aug. 10	848
Haas, W. G.....	Ogden, Utah.....	Salt Lake City, Utah..	Sept. 15	540
Hudson, H. H.....	Albany, Ga.....	Savannah, Ga.....	July 1	440
Hughes, W. M.....	Fueblo, Colo.....	Denver, Colo.....	Sept. 1	440
Johnson, M. B.....	Waco, Tex.....	Amarillo, Tex.....	Sept. 1	244
Milligan, T. N.....	Perrysburg, Ohio.....	Toledo, Ohio.....	July 22	482
Palmer, E. C.....	Colorado Springs, Colo.....	Albuquerque, N. Mex.	Aug. 1	380
Pen iletton, C. H.....	Westerly, R. I.....	Providence, R. I.....	July 15	716
Renken, W.....	Corpus Christi, Tex.....	San Antonio, Tex.....	Aug. 1	396
Total (12).....				5, 832
Average loss to each inspec- tor.....				486

The 290 field inspectors included in the following tabulations, representing about 81 per cent of the field force, were employed 12,823 days without per diem during the last fiscal year. At \$4 per day, this amounts to \$51,292. Assuming that this fairly represents the 47 men not included in the tabulations, the aggregate amount representing days the men were employed without per diem is \$59,564. The records of the department show that there was an unexpended balance of \$20,700 of the amount appropriated for per diem for the last fiscal year.

One of the most interesting subjects treated in these tabulations submitted is that of official domiciles. The field inspectors have had 1,134 changes of domicile, an average of 4 each, since their appointment. Remembering that these men have been in the inspection service an average of less than eight years, it will be seen that this represents a change every two years for the entire force. The tabulations show a much larger number of changes for some of the men. The following tabulation from the different divisions is given to show the frequency of these changes:

Division.	Men.	Years in service.	Changes
Atlanta.....	1	23	1
	1	13	1
Austin.....	1	8	1
Boston.....	1	3	1
Chattanooga.....	1	21	1
	1	13	1
Chicago.....	1	9	1
	1	10	1
Cincinnati.....	1	4	1
	1	6	1
Denver.....	1	13	1
Kansas City.....	1	7	1
	1	3	1
New York.....	1	15	1
	1	6	1
Philadelphia.....	1	10	1
	1	6	1
St. Louis.....	1	14	1
	1	9	1
St. Paul.....	1	9	1
	1	11	1
San Francisco.....	1	9	1
Washington.....	1	8	1
	1	12	1
Total.....	24	212	1

An inspector on receiving his appointment is frequently assigned to work in a territory far removed from his home. In such cases it is not unusual for the men to make application for transfer, resulting in changes of domiciles, but most of the changes have been made for service reasons. Changes are so frequent that the men can not afford to change their residences in every instance and move their families. The summary shows that the changes of residence are less than 50 per cent of the changes in domiciles. It is an old saying that "three moves are equal to a fire." In the matter of changing domiciles and residences the old-fashioned Methodist circuit rider can not be compared with post-office inspectors, and it would seem that the destiny of these migratory officials of the department is in the keeping of Proteus, the god of change.

The questionnaires submitted by city inspectors show that more than 40 per cent of them were unable to meet their traveling expenses

on the \$5 a day allowance, and a number of the affirmative answers are qualified with statements which indicate that it has been necessary to stop at cheap hotels and lodging houses and eat at cheap restaurants in order to keep their expenditures within the limit of the allowance.

Numerous instances are given where inspectors have been unable to maintain a proper standard of living for their families, clothe, and educate their children on the salaries received, but inasmuch as the high cost of all commodities that enter into the maintenance of a home and the support of a family are so well known to all, we do not deem it advisable to bring the subject before you for discussion.

Summary of data and information tabulated from the questionnaires submitted to the commission.

ATLANTA DIVISION.

Names of inspectors.	Age of inspectors.	Years in the Postal Service.	Years in the Inspection service.	Salaries now paid.	Days employed last fiscal year.	Days per diem received.	Amount per diem received.	Days employed without per diem.	Amount representing days without per diem.	Changes of domicile since appointment.	Now living at domicile.	Not living at domicile.	Changes of residence.
Barry, R. E.....	59	32	23	\$2,100	207	202	\$908	5	\$20	10	....	1	....
Baurhenn, G. F.....	33	15	1	1,500	281	268	1,072	13	52	4	1	....	3
Brannon, W. B.....	52	19	13	2,100	272	260	1,040	12	48	8	....	1	....
Brubaker, C. M.....	32	12	5	1,700	239	124	496	115	460	4	1	....	2
Cole, O. C.....	40	10	5	1,700	291	230	920	61	244	2	....	1	2
Cooper, F. E.....	37	18	3	1,600	295	287	1,148	8	32	3	....	1	....
Fleming, C.....	32	14	4	1,800	286	285	1,140	1	4	4	....	1	1
Graham, H. N.....	38	19	13	1,800	301	89	356	212	848	5	....	1	2
Hudson, H. H.....	36	16	1	1,500	305	195	780	110	440	5	....	1	1
Knight, A. J.....	41	26	13	2,100	296	263	1,052	33	132	5	1	....	....
McKew, N. A.....	40	17	9	1,800	294	287	1,148	7	28	3	1	....	3
Mansfield, E. J.....	38	12	5	1,800	292	219	876	73	292	3	1	....	5
Pemberton, J. L.....	53	21	13	1,900	278	187	748	91	364	4	....	1	1
Pulsipher, F. J. G.....	46	27	17	2,100	280	90	360	190	760	3	....	1	1
Recse, H. G.....	43	20	13	1,900	294	283	1,132	11	44	5	1	....	4
Tomlinson, R. H.....	34	11	6	1,700	299	191	764	108	432	4	1	....	3
Totals, 16.....	692	289	144	29,100	4,510	3,460	13,840	1,050	4,200	72	7	9	29
Averages.....	43	12	9	1,819	282	216	865	66	262	.....	.....	.....	.....

AUSTIN DIVISION.

Barrett, J. M.....	38	14	2	\$1,600	332	251	\$1,004	81	\$324	2	1	....	2
Black, H. H.....	38	15	8	1,800	308	197	788	111	444	3	1	....	3
Cain, C. L.....	30	11	2	1,600	326	318	1,272	8	32	1	....	1	....
Caldwell, A. C.....	38	15	5	1,700	301	217	868	84	336	2	1	....	2
Helmer, A. C.....	45	23	13	2,100	285	201	804	84	336	3	1	....	2
Kanday, D. T.....	29	11	4	1,700	291	234	836	57	228	4	1	....	5
Kelley, A. S.....	35	10	1	1,500	248	225	900	23	92	1	....	1	....
Johnson, M. B.....	33	11	1	1,500	338	277	1,108	61	244	1	....	1	....
Long, C. W. B.....	43	25	13	1,800	327	234	836	93	372	3	1	....	....
Macy, W. T.....	43	12	6	1,600	292	239	956	53	212	5	....	1	3
McManus, R. L.....	35	13	1	1,500	314	286	1,144	28	112	2	1	....	1
Markley, R. M.....	35	11	1	1,800	303	303	1,212	.....	.....	1	....	1	2
Orgain, R. M.....	30	12	4	1,700	274	238	952	36	144	1	1	....	1
Renken, W.....	38	14	6	1,800	280	181	724	99	396	8	....	1	2
Roberts, A. S.....	75	26	8	1,900	295	149	596	146	584	1	1	....	....
Sandoz, J. M.....	43	12	5	1,600	282	250	1,000	32	128	1	1	....	1
Smith, O. E.....	39	24	8	1,800	295	235	940	60	240	5	....	1	5
Williams, M.....	32	13	5	1,800	329	325	1,300	4	16	2	1	....	2
Totals, 18.....	699	274	98	32,700	5,420	4,360	17,440	1,060	4,240	43	11	7	31
Averages.....	39	15	5	1,711	285	229	969	59	223	.....	.....	.....	.....

Summary of data and information tabulated from the questionnaires submitted to the commission—Continued.

BOSTON DIVISION.

Names of inspectors.	Age of inspectors.	Years in the Postal Service.	Years in the inspection service.	Salaries now paid.	Days employed last fiscal year.	Days per diem received.	Amount per diem received.	Days employed without per diem.	Amount representing days without per diem.	Changes of domicile since appointment.	Now living at domicile.	Not living at domicile.	Changes of residence.
Buckley, S. J.....	35	10	5	\$1,800	300	249	\$996	51	\$204	2	1		
Casey, J. F.....	38	19	9	1,800	285	274	1,096	9	36	5	1		
Colvin, P. D.....	52	30	13	1,900	288	254	1,016	34	136	1	1		
Dakin, R. E.....	37	17	8	2,100	290	265	1,060	25	100	2	1		
Jefferson, T.....	27	11	3	1,600	281	267	1,068	14	56	6		1	
Irish, W. C.....	38	16	4	1,600	285	204	816	81	324	2	1		
Jordan, J. A.....	39	17	4	1,600	291	288	1,152	3	12	4		1	
Lindsay, H.....	33	10		1,500	2	1	4	1	4				
Pendleton, C. H.....	67	45	25	1,800	285	106	424	179	716	1		1	
Rapp, D. J.....	42	23	15	1,900	293	236	944	57	228	2	1		
Reilly, F. X.....	36	16	5	1,800	283	256	1,024	27	108	4	1		
Rice, F. H.....	63	37	10	1,800	303	192	768	111	444	2	1		
Sharp, E. F.....	37	17	9	1,800	264	192	768	72	288	1	1		
Shehan, A. B.....	51	32	6	1,800	276	211	844	65	260	4		1	
Swift, T. W.....	58	30	15	1,800	282	279	1,116	3	12	5	1		
Weldon, C. J.....	33	14	4	1,600	285	267	1,068	18	72	1			
Totals, 16.....	686	344	135	28,200	4,291	3,541	14,164	750	3,000	42	10		
Averages.....	43	21	8	1,762	268	221	885	47	188				

CHATTANOOGA DIVISION.

Cole, L. C.....	37	12	3	\$1,600	274	244	\$976	30	\$120	3	1		
Deylle, M. O.....	41	20	9	1,700	251	172	688	79	316	4	1		
Dilts, B. F.....	48	28	13	1,900	315	219	876	96	384	6		1	
Hagy, J. G.....	48	28	13	1,800	321	317	1,268	4	16	10		1	
Harris, W. J.....	27	8	1	1,500	158	154	616	4	16	1		1	
Hardage, S. C.....	35	12	4	1,600	242	255	1,020	27	108	2	1		
Holliday, H. P.....	38	22	5	1,700	268	245	1,060	3	12	2		1	
Jervey, T. H.....	31	13	5	1,700	298	253	1,012	35	180	2		1	
Keys, W. R.....	60	23	21	2,100	287	276	1,104	11	44	16		1	
Lewis, A. H.....	33	10	1	1,500	305	295	1,180	10	40	2		1	
Mark, H. R.....	34	15	1	1,500	176	175	700	1	4	1		1	
Mester, A. A.....	30	8	3	1,600	301	291	1,164	10	40	3	1		
Nelson, C. M.....	27	8	1	1,500	162	153	612	9	36	1	1		
Reese, C. R.....	38	23	3	1,500	293	292	1,168	1	4	2		1	
Rittelmeyer, L. F.....	29	10	4	1,600	271	220	880	51	204	6	1		
Robinette, S. L.....	38	13	5	1,800	299	269	1,076	30	120	6	1		
Smith, D. L.....	31	12	3	1,600	291	256	1,024	35	140	3	1		
Sugg, V. V.....	31	17	2	1,600	319	276	1,104	43	172	2		1	
Vold, C. C.....	35	9	1	1,500	303	280	1,160	13	52	2		1	
Watson, W. C.....	42	18	13	2,100	290	283	1,132	7	28	5	1		
Wilson, A. P.....	42	19	4	1,600	254	211	964	13	52	2	1		
Wooten, W. B.....	31	11	3	1,600	297	281	1,124	16	64	3		1	
Totals, 22.....	806	339	118	36,600	6,015	5,477	21,908	538	2,152	84	10	12	
Averages.....	37	15	5	1,664	273	249	996	24	98				

CHICAGO DIVISION.

Bates, R. M.....	45	26	14	\$2,100	304	178	\$712	126	\$504	5	1		
Baumgardner, W. O...	41	20	8	1,700	300	243	1,172	7	28	1	1		
Birdseye, G. F. H.....	63	43	17	2,100	299	248	1,192	1	4	9		1	
Bradshaw, L. E.....	34	14	9	1,800	300	277	1,108	23	92	11	1		
Case, M. H.....	49	30	11	1,800	243	267	1,068	26	104	4	1		
Clarahan, C. H.....	48	21	12	2,100	305	245	1,180	10	40	9	1		
Esch, W. F.....	45	25	13	1,800	262	188	752	74	296	2		1	
Gould, F. J.....	43	20	9	1,800	282	223	842	61	244	3	1		
Hartman, J. R.....	42	20	4	1,600	276	271	1,084	5	20	1		1	
Hickman, W. J.....	54	35	13	1,800	296	258	1,032	38	152	4		1	
Hitchcock, R. W.....	45	13	7	1,700	277	267	1,068	10	40	1	1		
Howe, E. D.....	47	20	12	1,800	274	237	1,048	37	148	4		1	
La Forge, Roy.....	38	15	5	1,700	303	283	1,132	20	80	5	1		
McDougall, A. H.....	35	13	7	1,700	288	254	1,016	34	136	3	1		
MacSwain, S. A.....	47	24	14	1,800	288	256	1,024	32	128	3	1		

Summary of data and information tabulated from the questionnaires submitted to the commission—Continued.

CHICAGO DIVISION—Continued.

Names of inspectors.	Age of inspectors.	Years in the Postal Service.	Years in the inspection service.	Salaries now paid.	Days employed last fiscal year.	Days per diem received.	Amount per diem received.	Days employed without per diem.	Amount representing days without per diem.	Changes of domicile since appointment.	Now living at domicile.	Not living at domicile.	Changes of residence.
Murphy, W. F.....	33	12	2	\$1,500	312	301	\$1,204	11	\$44	2	....	1	2
Niles, J. A.....	44	17	8	1,700	290	274	1,066	16	64	2	....	1	3
Olson, W. L.....	36	17	4	1,600	280	274	1,066	16	64	5	1	....	5
Reidenbach, G. P.....	48	26	18	1,600	295	255	1,020	40	160	1	1	....	....
Reuter, F. W.....	37	14	10	1,800	298	288	1,152	10	40	11	....	1	5
Schlabach, M. E.....	47	14	7	1,700	274	269	1,076	5	20	3	....	1	3
Schrab, E. A.....	34	11	3	1,600	314	313	1,252	1	4	3	1	....	3
Shutler, W. E.....	32	12	4	1,600	292	268	1,072	24	96	3	....	1	2
Thiele, H. E.....	52	32	23	1,600	272	70	280	202	808	13	....	1	7
Wleklinski, J. B.....	39	20	6	1,700	286	283	1,132	3	12	3	....	1	....
Worrell, R. O.....	31	11	5	1,600	266	233	956	27	108	3	1	....	3
Totals, 26.....	1,109	525	245	45,600	7,538	6,679	26,716	859	3,436	114	14	12	61
Averages.....	42	20	9	1,765	290	257	1,027	33	132	.....	.....	.....	.....

CINCINNATI DIVISION.

Beatty, E. D.....	51	30	18	\$2,100	291	149	\$596	142	\$568	9	1	....	7
Beck, V. R.....	38	11	5	1,700	278	221	884	57	228	3	1	....	1
Brennan, J. A.....	31	11	2	1,500	278	232	928	46	184	2	....	1	....
Briggs, W. R.....	33	12	2	1,600	303	208	1,072	35	140	4	1	....	3
Carlin, W. F.....	30	11	4	1,600	190	87	348	103	412	5	....	1	....
Coleman, C.....	39	12	4	1,700	321	265	1,060	56	224	3	....	1	4
Dix, F. B.....	29	6	1	1,500	159	100	400	59	236	1	....	1	....
Flynn, W.....	31	12	1	1,500	303	261	1,044	42	168	1	....	1	....
Games, J. I.....	48	18	15	1,800	272	210	840	62	248	5	1	....	3
Greenaway, W. E.....	56	30	19	1,900	299	160	640	139	556	2	1	....	....
Hagenev, H. M.....	36	17	5	1,900	261	237	948	24	96	3	....	1	5
Hofmann, N.....	29	8	2	1,500	290	270	1,080	20	80	4	....	1	2
Hopf, H. F.....	36	18	4	1,800	298	290	1,160	8	32	9	1	....	1
Hunter, J. N.....	47	22	16	1,900	278	205	820	73	292	4	1	....	2
Lytle, W. C.....	40	20	2	1,500	298	267	1,068	31	124	4	1	....	1
Milligan, T. M.....	37	15	7	1,800	239	118	472	121	484	5	....	1	1
Mulherin, R. F.....	31	12	4	1,700	288	245	980	43	172	4	1	....	6
Newlon, G. E.....	43	19	9	1,700	275	254	1,016	21	84	5	1	....	4
Pate, G.....	56	13	13	1,800	278	197	788	81	324	2	1	....	....
Platt, W. B.....	53	30	19	1,900	280	140	560	140	560	8	1	....	2
Pierce, F. L.....	32	9	1	1,500	256	247	988	9	36	2	1	....	2
Shaffer, H.....	46	29	5	1,600	301	292	1,168	9	36	4	....	1	....
Staffeld, H. W.....	38	12	4	1,700	284	242	968	42	168	7	1	....	....
Taylor, G. L.....	38	20	6	1,800	304	240	960	64	256	2	1	....	....
Walter, W. R.....	47	19	7	1,800	303	239	956	64	256	5	1	....	3
Wasson, H. H.....	40	12	6	1,700	287	286	1,144	1	4	9	....	1	2
Yorg, J. J.....	35	11	1	1,500	288	265	1,060	23	92	3	1	....	1
Totals, 27.....	1,070	444	183	46,000	7,502	5,987	23,948	1,515	6,060	113	17	10	50
Averages.....	40	16	7	1,704	278	222	887	57	224	.....	.....	.....	.....

DENVER DIVISION.

Abney, E. A.....	35	18	4	\$1,700	305	263	\$1,052	42	\$168	5	....	1	....
Andrix, J. C.....	27	6	1	1,500	181	179	716	2	8	1	....	1	....
Blake, H. W.....	42	17	4	1,600	279	238	952	41	164	5	1	....	3
Frawley, F. T.....	45	24	9	1,800	358	278	1,112	80	320	3	1	....	4
Haas, W. G.....	41	21	13	1,800	335	200	800	135	540	12	....	1	2
Hood, O. M.....	31	13	5	1,600	305	220	880	85	340	4	....	1	....
Hudson, D. C.....	55	32	4	1,900	352	308	1,232	44	176	3	1	....	1
Hughes, W. M.....	49	30	12	1,900	295	185	740	110	440	5	....	1	2
Palmer, E. C.....	27	9	1	1,500	340	245	960	95	380	1	....	1	....
Pfaffenberger, C. W.....	30	11	2	1,600	365	296	1,184	69	276	2	1	....	1
Sharon, F. F.....	56	30	18	1,900	143	142	568	1	4	10	....	1	8
Smith, R.....	52	25	12	2,100	352	212	848	140	560	2	1	....	1
Totals, 12.....	490	236	85	20,900	3,610	2,766	11,064	844	3,376	53	5	7	22
Averages.....	41	20	7	1,742	301	231	821	70	283	.....	.....	.....	.....

Summary of data and information tabulated from the questionnaires submitted to the commission—Continued.

KANSAS CITY DIVISION.

Names of inspectors.	Age of inspectors.	Years in the Postal Service.	Years in the inspection service.	Salaries now paid.	Days employed last fiscal year.	Days per diem received.	Amount per diem received.	Days employed without per diem.	Amount representing days without per diem.	Changes of domicile since appointment.	New living at domicile.	Not living at domicile.	Changes of residence.
Adamson, J. W.....	40	21	7	\$1,900	352	333	\$1,332	19	\$ 76	5	1	.....	2
Allmon, W. F.....	54	35	15	2,100	313	277	1,108	36	144	2	1	.....	2
Blough, J. S.....	53	17	17	1,800	295	268	1,072	27	108	8	.....	1	1
Booker, G. H.....	48	19	8	1,800	249	211	844	38	152	4	1	.....	4
Cellar, G. R.....	42	19	5	1,600	140	138	552	2	8	9	.....	1	5
Clampitt, F. L.....	35	14	5	1,800	272	190	760	82	328	3	.....	1	3
Coble, W. M.....	60	33	9	2,100	300	253	1,012	47	188	2	1	.....	2
Ficken, B. W.....	32	13	3	1,600	282	279	1,116	3	12	5	1	.....	2
Griffith, R. A.....	42	16	9	1,800	301	250	1,000	51	204	5	1	.....	4
Hallock, E. C.....	38	15	4	1,700	284	246	984	38	152	4	1	.....	3
Johnson, C. P.....	62	18	13	2,100	328	262	1,048	66	264	6	1	.....	5
Kleinwachter, W. L....	39	17	4	1,600	305	305	1,220	.....	.....	3	.....	1	.....
Means, W. G.....	54	28	17	1,800	295	274	1,096	21	84	9	.....	1	1
Pierce, O. C.....	48	24	13	1,900	327	285	1,140	42	168	5	1	.....	1
Randall, H. J.....	51	16	12	2,100	324	256	1,024	68	272	3	1	.....	3
Wetherell, R. D.....	32	14	2	1,800	263	228	912	35	140	3	1	.....	1
Totals, 16.....	730	319	143	29,500	4,630	4,055	16,220	575	2,300	76	11	5	7
Averages.....	45	19	9	1,844	289	253	1,014	36	144	.....	.....	.....	.....

NEW YORK DIVISION.

Booth, C. L.....	39	17	8	\$1,700	304	266	\$1,064	38	\$152	3	.....	1	7
Burke, M. M.....	35	15	5	1,700	295	230	920	65	260	8	.....	1	6
Butler, T. J.....	34	16	4	1,800	267	237	948	30	120	3	1	.....	3
Durvea, M. C.....	63	33	24	2,100	277	254	1,016	23	92	4	.....	1	.....
Johnson, L. A.....	46	22	12	1,800	278	266	1,064	12	48	4	.....	1	1
Leamy, A. J.....	43	19	9	1,800	170	100	400	70	280	5	.....	1	4
Morganroth, H. G.....	43	25	9	1,800	290	219	876	71	284	5	1	.....	4
Mott, H. R.....	34	13	2	1,600	275	230	920	45	180	4	1	.....	2
Nicholol, H. E.....	47	25	7	1,800	277	160	640	117	468	1	1	.....	1
Reese, H. P.....	57	19	13	1,700	302	223	892	79	316	5	.....	1	3
Reidy, F. L.....	32	10	3	1,900	284	75	300	209	836	4	1	.....	3
Shea, F. E.....	45	25	5	1,800	283	244	976	39	156	5	.....	1	.....
Smith, G. F.....	43	24	6	1,800	273	214	856	59	236	6	.....	1	4
Totals, 13.....	561	263	107	23,300	3,575	2,718	10,872	857	3,428	62	5	5	17
Averages.....	43	20	8	1,792	275	209	836	66	264	.....	.....	.....	.....

PHILADELPHIA DIVISION.

Aldous, R. H.....	45	28	9	\$1,800	295	288	\$1,152	7	\$28	4	.....	1	.....
Brigham, W. C.....	47	18	13	1,800	315	237	948	78	312	1	1	.....	.....
Brigman, L.....	36	7	4	1,600	318	259	1,036	59	236	1	.....	1	.....
Calvert, W. M.....	45	24	14	1,800	270	253	1,012	17	64	5	1	.....	3
Collis, W. P.....	35	13	2	1,500	275	251	1,004	24	96	1	1	.....	2
Crawford, A. B.....	46	25	10	1,700	280	273	1,092	7	28	7	.....	1	1
Cueman, W. A.....	37	15	8	1,700	278	277	1,108	1	4	3	.....	1	.....
Daily, G. W.....	48	28	13	1,800	268	209	832	60	240	5	1	.....	.....
Fahy, W. J.....	36	15	2	1,500	303	301	1,204	2	8	1	.....	1	.....
Feltman, F. J.....	35	13	6	1,700	271	196	784	75	300	1	.....	1	1
Harrison, C. H.....	38	19	3	1,600	293	245	980	48	192	2	.....	1	2
Holthy, J. V.....	51	27	18	2,100	277	276	1,104	1	4	2	1	.....	.....
Kenelick, J. T.....	33	13	1	1,500	253	230	920	23	92	2	1	.....	1
Larabee, C. A.....	51	35	7	1,700	289	262	1,128	7	28	2	.....	1	1
Lewis, R.....	41	17	8	1,700	296	278	1,112	18	72	5	.....	1	3
Moser, G. L.....	33	15	5	1,700	279	248	992	31	124	1	.....	1	.....
O'Neill, E. M.....	35	14	5	1,700	293	227	908	66	264	1	.....	1	.....
Opdyke, W. J.....	45	21	7	1,800	297	292	1,168	5	20	1	.....	1	2
Reynolds, H. B.....	47	26	12	1,800	266	195	780	71	284	6	.....	1	6
Selp, G. W.....	43	20	6	1,700	291	266	1,064	25	100	2	.....	1	.....
Sharpsteen, J. N.....	47	25	7	1,700	285	236	914	49	196	4	.....	1	.....
Shoenberger, V.....	53	28	15	1,800	300	278	1,112	22	88	1	1	.....	.....

Summary of data and information tabulated from the questionnaires submitted to the commission—Continued.

PHILADELPHIA DIVISION—Continued.

Names of inspectors.	Age of inspectors.	Years in the Postal Service.	Years in the inspection service.	Salaries now paid.	Days employed last fiscal year.	Days per diem received.	Amount per diem received.	Days employed without per diem.	Amount representing days without per diem.	Changes of domicile since appointment.	Now living at domicile.	Not living at domicile.	Changes of residence.
Smith, W. B.....	58	12	10	\$1,900	290	264	\$1,056	26	\$104	3	1	....	2
Smith, R. T.....	33	14	4	1,700	299	249	996	50	200	2	1	....	1
Suddarth, W. E.....	43	12	6	1,800	279	271	1,084	8	32	6	1	....	2
Thompson, J. W.....	46	24	5	1,900	40	40	160	.....	.....	3	.....	1	3
Wardle, J. H.....	66	25	25	2,100	290	290	1,160	.....	.....	5	.....	1	1
Wetmore, A. E.....	36	13	5	1,700	314	287	1,148	27	108	2	.....	1	2
Williams, H. H.....	67	25	17	1,800	310	310	1,240	.....	.....	2	.....	1	....
Totals, 29.....	1,276	571	247	50,600	8,114	7,307	29,228	807	3,228	83	11	18	35
Averages.....	44	20	8	1,745	280	252	1,015	28	112	.....	.....	.....	.....

ST. LOUIS DIVISION.

Baker H. E.....	35	12	2	\$1,500	245	214	\$856	31	\$124	1	....	1	....
Cain, B. F.....	40	13	5	1,800	270	270	1,080	.....	.....	4	....	1	2
Caine, C. E.....	47	26	14	1,900	286	169	676	117	468	9	....	1	4
Elliott, D. F.....	39	15	5	1,600	294	271	1,084	23	92	1	1	....	....
Flora, F. D.....	36	13	4	1,600	291	181	724	110	440	3	1	....	3
Glenn, C. H.....	44	23	9	1,600	300	214	856	86	344	8	1	....	4
Hodge, L. H.....	59	21	17	1,800	288	235	940	53	212	6	....	1	2
Johnson, W.....	34	10	4	1,700	290	270	1,080	20	80	1	....	1	2
Kuper, H. G.....	36	17	5	1,800	277	173	692	104	416	3	....	1	....
McConnell, F. M.....	33	15	5	1,700	271	223	892	48	192	1	1	....	....
McLaughlin, S. P.....	37	14	1	1,500	300	251	1,004	49	196	1	1	....	1
Martin, E. R.....	31	9	4	1,800	281	253	1,012	28	112	2	....	1	....
Miller, G. B.....	45	23	12	2,100	341	336	1,344	5	20	6	1	....	2
Myers, J. I.....	33	11	3	1,600	271	234	936	37	148	3	....	1	2
Noah, W. L.....	37	15	3	1,600	288	257	1,028	31	124	1	1	....	1
North, R. M.....	29	10	4	1,600	275	275	1,100	.....	.....	2	....	1	....
Ross, I.....	38	14	6	1,800	277	225	900	52	208	3	....	1	....
Smith, B. F.....	37	10	4	1,600	280	212	848	68	272	3	....	1	2
Taul, C. C.....	31	12	4	1,600	296	287	1,148	9	36	1	1	....	1
Ward, R. A.....	40	16	6	1,800	308	291	1,164	17	68	3	1	....	3
Welborn, J. W.....	50	19	14	1,800	288	210	840	78	312	4	1	....	1
Totals, 21.....	811	318	131	35,800	6,017	5,051	20,204	966	3,864	66	10	11	29
Averages.....	39	15	6	1,705	286	240	962	46	184	.....	.....	.....	.....

ST. PAUL DIVISION.

Batie, V. C.....	41	17	13	\$1,800	294	218	\$872	76	\$304	2	1	....	1
Boylan, J. T.....	64	19	13	1,800	275	195	780	80	320	4	1	....	2
Chase, C. H.....	51	22	12	1,800	294	280	1,120	14	56	2	1	....	1
Collier, D. A.....	49	34	17	1,800	293	284	1,136	9	36	3	1	....	3
Cordrey, J. F.....	33	7	1	1,500	299	231	924	68	272	2	1	....	2
Drake, G. H.....	54	30	19	1,800	295	257	1,028	38	152	10	1	....	....
Fleming, H. W.....	41	25	5	1,800	312	184	736	128	512	4	1	....	2
Griggs, R. S.....	45	27	16	1,800	299	254	1,016	45	180	10	....	1	3
Hill, D. C.....	50	23	5	1,600	309	284	1,136	25	100	3	....	1	1
Kerley, J. R.....	36	9	4	1,600	318	245	980	73	292	10	1	....	2
Lucey, J. H.....	45	27	11	2,100	286	189	756	97	388	12	1	....	1
Munro, W. J.....	67	18	13	1,700	284	269	1,076	15	60	4	....	1	3
Ryan, M. I.....	43	14	7	1,800	294	286	1,144	8	32	6	1	....	3
Switzer, W. H.....	36	10	1	1,500	335	301	1,204	34	136	3	....	1	....
Totals, 14.....	655	284	137	24,400	4,187	3,477	13,908	710	2,840	75	10	4	24
Averages.....	47	20	9	1,743	299	248	908	51	204	.....	.....	.....	.....

Summary of data and information tabulated from the questionnaires submitted to the commission—Continued.

SAN FRANCISCO DIVISION.

Names of inspectors.	Age of inspectors.	Years in the Postal Service.	Years in the inspection service.	Salaries now paid.	Days employed last fiscal year.	Days per diem received.	Amount per diem received.	Days employed without per diem.	Amount representing days without per diem.	Changes of domicile since appointment.	Now living at domicile.	Not living at domicile.	Change of residence.
Austin, G. H.....	39	14	9	\$1,900	303	270	\$1,080	33	\$132	10	1	1	1
Brogdon, C. E.....	46	23	8	1,800	280	247	988	33	132	2	1	1	1
Cauley, R. H.....	29	9	1	1,500	269	225	900	44	176	1	1	1	1
Cooner, J. L.....	34	13	1	1,500	320	275	1,100	45	180	1	1	1	1
Dutton, C. F.....	42	17	13	2,100	300	280	1,120	20	80	7	1	1	1
French, R. M.....	30	11	1	1,500	332	306	1,224	26	104	2	1	1	1
Gardener, L. C.....	33	10	3	1,600	302	249	996	53	212	2	1	1	2
Hare, F. J.....	58	35	18	1,800	344	309	1,236	35	140	2	1	1	1
Hollingsworth, J. E....	70	11	10	1,800	310	212	848	98	392	6	1	1	1
Jackson, E. L.....	33	9	1	1,500	168	160	640	8	32	1	1	1	1
Jarvis, F. E.....	42	19	8	1,800	320	311	1,244	9	36	6	1	1	4
Lewis, G. E.....	50	30	15	2,100	283	242	968	41	164	4	1	1	1
Iowe, C. D.....	41	19	13	1,800	318	297	1,188	21	84	6	1	1	1
McHenry, W.....	45	17	7	2,100	289	269	1,076	20	80	5	1	1	1
Madden, R. W.....	53	32	12	1,800	303	245	980	58	232	1	1	1	1
Ranger, C. S.....	44	22	12	1,900	314	298	1,192	16	64	7	1	1	1
Totals, 16.....	689	232	132	28,500	4,755	4,195	16,780	560	2,240	63	9	7	9
Averages.....	43	18	8	1,781	297	262	1,049	35	140	.....	.....	.....	.....

SPOKANE DIVISION.

Ballard, H. E.....	43	24	9	\$1,700	279	264	\$1,056	15	\$60	4	1	1	3
Breslin, J. J.....	35	14	2	1,500	327	318	1,272	9	36	4	1	1	1
Case, W. F.....	47	18	5	1,700	324	280	1,120	44	176	3	1	1	3
Clement, E. C.....	56	36	26	2,100	289	230	920	59	236	1	1	1	1
Cooney, W. J.....	35	12	1	1,500	301	290	1,160	11	44	2	1	1	1
Dods, J. B.....	30	11	1	1,500	155	130	520	25	100	1	1	1	1
Fitch, T. F.....	33	13	7	1,900	309	267	1,068	42	168	7	1	1	6
Kidder, S. L.....	48	19	3	1,600	304	251	1,004	53	212	2	1	1	1
Linabaugh, C. W.....	40	19	7	1,700	283	194	776	99	396	4	1	1	1
McWhorter, J. R.....	31	12	3	1,600	319	300	1,200	19	76	1	1	1	1
Neil, P. L.....	50	25	13	1,800	301	234	936	67	268	2	1	1	1
Paisley, A. A.....	46	26	13	1,800	323	187	748	136	544	2	1	1	1
Pinkham, S. T.....	39	16	8	1,700	312	244	976	68	272	3	1	1	1
Rowan, T. G.....	42	16	9	1,800	330	390	1,160	40	160	5	1	1	4
Sentman, J. E.....	40	15	5	1,700	322	278	1,112	44	176	4	1	1	1
Whitney, F. E.....	57	36	8	1,900	315	260	1,040	55	220	3	1	1	1
Totals, 16.....	672	312	120	27,500	4,803	4,017	16,068	786	3,144	49	11	5	1
Averages.....	42	19	7	1,719	300	251	1,004	49	196	.....	.....	.....	.....

WASHINGTON DIVISION.

Armstrong, W. P.....	55	11	8	\$1,800	295	239	\$956	56	\$224	7	1	1	1
Barclay, F. R.....	49	23	15	2,100	345	344	1,376	1	4	6	1	1	1
Boushee, F. P.....	65	19	19	1,800	270	230	920	40	160	4	1	1	1
Bushnell, F. T.....	59	13	5	1,900	301	281	1,124	20	80	3	1	1	1
Chester, W. F.....	49	19	8	1,800	306	266	1,064	40	160	2	1	1	1
Conner, H. L.....	45	26	8	1,900	344	324	1,296	20	80	10	1	1	1
Dixon, W. J.....	40	18	7	2,100	323	302	1,208	21	84	5	1	1	1
Edwards, W. D.....	31	14	1	1,500	311	304	1,216	7	28	3	1	1	1
Farrington, H. B.....	39	10	5	1,700	335	256	1,064	69	276	2	1	1	1
Feeney, J. A.....	31	16	2	1,600	282	201	804	81	324	3	1	1	1
Gregory, H. T.....	51	34	24	2,100	308	285	1,140	23	92	8	1	1	1
Himmelwright, G. G....	47	11	8	1,700	319	261	1,044	58	232	4	1	1	1
Hodgin, R. W.....	50	24	16	1,900	307	289	1,156	18	72	11	1	1	1
Kahn, W. D.....	42	16	9	1,900	300	290	1,160	10	40	8	1	1	1
Kelly, F. F.....	33	14	3	1,500	306	220	880	86	344	5	1	1	1
Lemen, J. S.....	46	23	12	2,100	302	299	1,196	3	12	13	1	1	1
Lumpkin, G. W.....	44	26	5	1,700	300	300	1,200	0	0	6	1	1	1

Summary of data and information tabulated from the questionnaires submitted to the commission—Continued.

WASHINGTON DIVISION—Continued.

Names of inspectors.	Age of inspectors.	Years in the Postal service.	Years in the inspection service.	Salaries now paid.	Days employed last fiscal year.	Days per diem received.	Amount per diem received.	Days employed without per diem.	Amount representing days without per diem.	Changes of domicile since appointment.	Now living at domicile.	Not living at domicile.	Changes of residence.
Marshall, W. W.	43	19	8	1,700	340	265	1,080	75	800	8	1	1	1
Mensch, C. M.	62	17	12	1,800	265	237	948	28	111	1	1	1	1
Murray, N. E.	41	13	3	1,600	244	247	988	87	148	2	1	1	2
Pitcher, B. L.	35	14	1	1,500	312	263	1,052	49	196	1	1	1	1
Ryan, W. R.	40	14	4	2,400	363	362	1,448	1	4	5	1	1	1
Satterfield, W. J.	49	26	3	1,600	316	284	1,136	32	111	3	1	1	3
Shanks, G.	34	14	2	1,500	316	289	1,076	47	189	3	1	1	1
Ulch, G. F.	42	15	4	1,500	285	272	1,088	13	52	1	1	1	1
Volkerding, W. C.	26	2	1	1,500	295	277	1,108	18	72	1	1	1	2
Webb, B. B.	41	19	6	1,700	328	293	1,172	35	111	4	1	1	2
Yarbrough, L. T.	45	16	4	1,700	303	215	980	58	232	5	1	1	1
Totals, 25.....	1,230	488	203	49,700	8,661	7,715	30,860	946	3,784	139	9	19	49
Averages.....	44	17	7	1,782	300	275	1,102	34	136	.....	.....	.....	.....

General summary of the divisions for field inspectors.

Divisions.	Number of men.	Age of inspectors.	Years in the Postal Service.	Years in the inspection service.	Salaries now paid.	Days employed last fiscal year.	Days per diem received.	Amount per diem received.	Days employed without per diem.	Amount representing days without per diem.	Changes of domicile since appointment.	Now living at domicile.	Not living at domicile.	Changes of residence.
Atlanta.....	16	692	289	144	\$29,100	4,510	3,480	\$13,840	1,050	\$4,200	72	7	9	29
Austin.....	18	699	274	111	12,700	5,420	4,360	17,440	1,060	4,240	43	11	7	31
Boston.....	16	656	344	111	28,200	4,291	3,541	14,164	750	3,000	42	10	5	13
Chattanooga.....	23	806	339	111	16,600	6,015	5,477	21,908	538	2,152	84	10	12	29
Chicago.....	26	1,109	625	111	15,900	7,538	6,679	26,716	859	3,436	114	14	12	61
Cincinnati.....	27	1,070	444	111	16,000	7,502	5,987	23,948	1,515	6,060	113	17	10	50
Denver.....	12	490	236	111	20,900	3,610	2,766	11,064	844	3,376	53	5	7	22
Kansas City.....	16	730	319	111	29,500	4,630	4,055	16,220	757	2,300	76	11	6	28
New York.....	13	561	263	111	13,300	3,575	2,718	10,872	857	3,428	62	5	8	37
Philadelphia.....	29	1,276	671	111	50,600	8,114	7,307	29,222	807	3,228	83	11	18	36
St. Louis.....	21	811	318	131	35,800	6,017	5,051	20,204	966	3,664	66	10	11	29
St. Paul.....	14	655	284	137	24,400	4,187	3,477	13,908	710	2,840	75	10	4	24
San Francisco.....	16	689	232	132	28,500	4,755	4,195	16,780	560	2,240	63	9	7	30
Spokane.....	16	672	312	120	27,500	4,803	4,017	16,068	786	3,144	49	11	5	23
Washington.....	24	1,230	488	203	49,700	8,661	7,715	30,860	946	3,784	139	9	19	49
Totals.....	290	12,176	5,238	2,230	508,700	83,628	70,205	283,220	12,623	51,292	1,134	150	139	509
Averages.....	.....	42	18	7.6	1,754	288	244	976	44	176	4	.....	.....	.....

Summary information tabulated from questionnaires submitted to the commission for city inspectors.

Division.	Name of inspectors.	Age of inspectors.	Years in the Postal Service.	Years in the inspection service.	Salaries now paid.	Days employed last fiscal year.	Days traveled last year.	Is allowance of \$4 for expenses sufficient?
Austin.....	Chapman, J. Q.....	35	11	5	150	106	25	Yes.
Boston.....	Dawkins, T. D.....	44	21	6	150	278	27	Yes.
	Hall, B. S.....	43	20	6	100	275	20	No.
	Rhind, E. S.....	42	21	7	100	281	28	Yes.
Chattanooga.....	Naylor, T. W.....	44	■	9	150	300	124	Yes.
Chicago.....	Albertie, V. E.....	53	16	16	100	276	46	Yes.
	Ashton, F. B.....	43	25	12	150	294	26	Yes.
	Davis, F. M.....	48	30	20	100	276	...	...
	Fraser, E. E.....	67	42	20	100	278	14	Yes.
	Germer, A. E.....	51	25	16	100	275	15	Yes.
	Mundelle, R. B.....	61	28	9	150	289	58	Yes.
Cincinnati.....	Griswold, M.....	53	18	13	100	307	77	No.
	Smith, H. S.....	40	21	7	100	307	125	No.
Denver.....	Nelson, R. E.....	45	21	12	150	288	10	No.
Kansas City.....	Donaldson, J. M.....	34	15	4	150	274	51	Yes.
	Lindland, J. C.....	43	20	16	100	285	25	...
New York.....	Allen, R. P.....	42	22	9	100	286	4	No.
	Ashe, J. E.....	77	26	26	100	280	...	...
	Chance, L. C.....	54	23	15	100	310	12	Yes.
	Crowell, C. E.....	61	20	11	100	297	5	Yes.
	Doran, J. J.....	32	13	5	100	283	12	No.
	Honvery, E.....	52	8	7	100	290	20	No.
	Martin, W. E.....	55	22	18	150	283	...	...
	Mayhew, H. B.....	46	23	13	150	262	30	Yes.
	Nolle, N.....	47	27	19	150	279	40	No.
	Pollitt, R. J.....	38	15	8	100	288	65	Yes.
	Schaeffer, O. M.....	36	19	13	150	284	21	No.
	Smith, O. A.....	43	17	5	100	254	...	Yes.
	Troensegaard, W.....	49	22	17	100	282	36	No.
	Vick, J. S.....	34	15	7	100	298	52	No.
Philadelphia.....	Craighead, G. V.....	55	27	19	100	300	25	No.
	Furniss, A. E.....	54	20	■	100	293	55	No.
	Hawksworth, A. T.....	46	12	9	100	285	45	No.
	Williamson, O. B.....	43	16	12	150	286	45	Yes.
St. Louis.....	Leahy, R. V.....	49	26	13	100	288	99	Yes.
	Lunney, M. B.....	47	15	7	150	290	15	Yes.
	Price, M. G.....	57	33	26	100	275	85	No.
St. Paul.....	Marles, W. J.....	51	25	16	100	301	206	Yes.
San Francisco.....	Cookson, W. M.....	43	18	17	100	263	11	No.
	Flavin, T. J.....	57	32	16	100	277	4	Yes.
	Madeira, W. I.....	45	20	14	100	297	58	Yes.
	Webster, C. E.....	45	22	15	100	318	102	No.
Spokane.....	Swenson, J. B.....	47	21	13	100	311	75	Yes.
	Welter, C. B.....	48	22	■	100	289	67	Yes.
Washington.....	Brill, G. E.....	51	32	13	100	287	153	No.
	Chambers, W.....	39	17	9	150	281	114	Yes.
	Little, F. E.....	75	29	29	100	271	...	...
	Spilman, W. R.....	48	21	4	100	313	66	Yes.
	Zantlinger, M. W. F.....	46	12	8	100	332	49	No.
Total, 14.....	Men, 51.....	2,435	1,068	562	114,500	14,496	2,478	Yes, 5
Averages.....		48	■	11	2,245	287	45	No, 12

¹ Qualified answers, such as, "Yes; at cheap lodging houses and restaurants;" "generally;" "sometimes;" "seldom;" "not always."

STATEMENT OF MR. MORGAN GRISWOLD, CINCINNATI, OHIO, REPRESENTING CLERKS AT DIVISION HEADQUARTERS.

Mr. GRISWOLD. Mr. Chairman and gentlemen, the convention of post-office inspectors that met in Chicago in July not only represented the inspection forces but also represented the clerks at division headquarters. It was the desire of the clerks at division headquarters that instead of sending a representative to you that some post-

office inspectors appear before you and submit their brief, and we have prepared a brief which I will read to you. [Reading:]

On July 19 to 21, inclusive, representatives selected by the post-office inspectors and clerks at division headquarters for the 15 divisions of the United States met in convention at Chicago, Ill., for the purpose of adopting resolutions expressing the ideas of the inspectors and clerks as to the readjustment of salaries needed in order to place our service on a secure basis of efficiency; and for the purpose of selecting representatives to present these views to your honorable committee.

As a result of the deliberations of this convention we, the undersigned, were selected as the representatives to appear before you. This brief will be confined to the claims of the clerks at division headquarters of the inspection service.

The present law provides for 100 clerks, distributed among the 15 division headquarters. They are designated as clerks in the office of the Postmaster General and are required to possess a higher technical and working knowledge of the Postal Service and to pass a higher-grade civil-service entrance examination than clerks in post offices and in the Railway Mail Service. It is the custom in the inspection service to ask for clerks who are stenographers, or a clerk with duties of stenography and typewriting, which necessitates an examination in these subjects, yet these clerks enter the service at the salary of \$1,035, which includes the temporary increase, while post office clerks enter at the salary of \$1,000 per annum and clerks of the Railway Mail Service at \$1,100. A few years ago the entrance salary for a clerk in the Railway Mail Service was \$900, the same as a clerk at division headquarters, notwithstanding the higher-grade examination of the clerks at division headquarters, and prior to July 1, 1913, the entrance salary of a post-office clerk was \$600.

Post office and Railway Mail Service clerks, under the law, are given annual promotions automatically upon the rendering of satisfactory service. No such provision is made for clerks at division headquarters of the inspection service, and the only promotion available to them is as the result of the death, resignation, or removal of another clerk. This results in efficient clerks remaining in the lower salary grades for years, and as the clerks are required to live in the larger cities, which, with the present high cost of living, means that clerks with families dependent upon them, are by practicing the strictest economy only able to eke out a meager existence.

There is in the possession of your honorable body 82 questionnaires submitted by clerks at division headquarters. The 18 missing questionnaires are probably accounted for by vacancies in this service. These questionnaires show the 82 clerks have served a total of 930 years in the Postal Service, an average of 11 years and 4 months. Nine of the 82 have served less than one year. The total annual salaries received amount to \$127,470, an average salary of \$1,554.50. Replies to question No. 31 of the questionnaire show that the cost of living in excess of salaries paid amounted to \$12,137.40. The replies to question No. 33 of the questionnaire shows that clerks, in order to make their incomes meet living expenses, were obliged to seek outside employment and augmented their Government salaries to the amount of \$12,791.49.

Post-office inspectors are personal representatives of the Postmaster General and are charged with the supervision of the entire Postal Service and must investigate and report upon all its branches. Investigations are made of charges against postal employees and officials ranging from the most humble to the heads of bureaus of the department itself. All of this work, both before and after receiving attention by the inspectors, must pass through the hands of clerks at division headquarters, who must carefully review the reports to ascertain whether all technical requirements have been complied with and the report is in proper form for such action at the department as the inspector recommends. These cases and the reports of the inspectors' investigations are of a confidential nature and can only be intrusted to clerks of the highest honor, discretion, and integrity. Clerks who would disclose the character of the work in hand, or the nature of the reports submitted by inspectors, might frequently defeat the object of the investigation and subject the department to serious embarrassment.

These clerks are charged with the care and accounting of a considerable portion of the funds collected by inspectors during the course of their investigations which, during the year just closed, was in excess of \$2,000,000. These funds have been handled with a remarkable degree of honesty, notwithstanding

the inadequate salaries of the clerks, who are finding it extremely difficult to make both ends meet.

The clerical force at division headquarters acts as a clearing house between the department, the post-office inspectors, postmasters, and other postal employees, and the public, for all complaints and inquiries pertaining to the Postal Service or infraction of postal laws. The clerks have to determine what communications received must be referred to inspectors, either as being on cases under investigation in the field or as being of such importance and urgency as to require an immediate personal investigation without awaiting instructions from the department; what matters should be referred to the department for administrative attention; and what can be settled with appropriate letters from division headquarters. The clerks have to compose letters drawing the attention of postmasters to regulations which apparently have been overlooked, and instructing them in the adjustment of complications out of the ordinary.

They have to determine from the facts stated, whether a complaint of mistreatment of mail matter is probably the result of an irregularity on the part of a postal employee, or the act of some person before or after the postal service was responsible for the mail; and whether reported grievances against postal employees are probably justified or due to the complainant's lack of information regarding postal regulations. In handling complaints alleging violations of postal laws, they must be able to discriminate between those which manifestly warrant investigation by an inspector, those to be returned to complainants as clearly not meriting further consideration, and the doubtful cases which should be submitted to the United States attorney for the proper district for an opinion. In a large proportion of the cases requiring investigation by post-office inspectors, there is some work in the nature of preliminary correspondence that should be given attention at division headquarters by competent clerks, otherwise the inspectors are obliged to devote much time to work of a purely technical nature, with poorer facilities, and needlessly delaying the conclusion of the investigation. Complaints relating to the loss or rifling of ordinary mail or registered mail must, before reaching the hands of post-office inspectors for field investigations, be analyzed and grouped with reference to the post offices or employees probably responsible for the irregularities. If the clerks have an intimate and thorough knowledge of the lines of transportation, and the proper manner of handling mail matter, both in post offices and in railway postal cars, they can place the proper information before the inspectors and save much of their valuable time in solving depredations; otherwise, this preliminary work must be performed by inspectors, to the delay and detriment of other important matters to which they alone can give attention.

Unless the clerk possesses the best possible qualifications and training for his duties, there will be mistake resulting in embarrassment to the department and reflecting discredit upon the service. The comparatively small number of clerks at each division headquarters and the great diversity of work handled necessitates a far more comprehensive knowledge of the service than is usually implied in the title of clerk, as clerks in post offices and in the railway mail service, as well as most of those in the department, ordinarily are expected to be proficient in but one or more special lines. These qualifications can be fully met only through previous experience in other branches of the postal service. In filling vacancies at division headquarters we should be able to pick from experienced employees in other branches of the service and to offer them salaries which will attract.

The present salaries of these clerks, including the bonus, are \$1,035, \$1,170, \$1,380, \$1,610, \$1,760, and \$1,980, with the number of clerks in each grade limited by law. Prior to July 1, 1914, the grades were \$900, \$1,000, \$1,100, \$1,200, \$1,400, and \$1,600. The entrance salary of \$900 was in effect for 20 years or more, and existed at a time when clerks entered a first-class post office at \$400 or \$500 and had very little expectation of ever getting more than \$800. At that time (20 years ago) the most capable and ambitious post-office clerks of long experience put forth special efforts to further qualify themselves for appointment to a position at division headquarters. When the entrance salary in post offices was \$600 we could attract clerks with at least three years' postal experience. It has been many years since we could offer any inducement to an experienced railway postal clerk. Post-office clerks now enter at \$1,000 and railway postal clerks at \$1,100, and the entrance salary of our clerks is only \$1,035, on a level with the watchmen, messengers, and

laborers. Not only are we now unable to maintain the former high standard at division headquarters by filling each vacancy with a clerk having the required experience, but in obtaining raw material we must compete with better pay in other positions where the requirements are less exacting.

As a result of this condition quite a number of vacancies occurred in the service, a striking instance being the division headquarters at Chicago, where the inspector in charge has been unable for the last two years to secure applicants for vacancies and has been compelled to borrow clerks from the Chicago post office to perform work at division headquarters. While the clerks from the Chicago post office are not familiar with the work at division headquarters, yet they are paid considerably more salaries than the clerks who have had years of experience at division headquarters.

The highest grade clerk at each division headquarters is known as the chief clerk. He must be a postal expert and a capable office manager, and have the initiative to act in emergencies and the discretion and judgment to wisely exercise such authority in the name of the inspector in charge, with whom he stands in a confidential relation. He has supervision over the other clerks, and is responsible for working out in detail the general directions of the inspector in charge. He is expected to keep in touch with all details of the division, and to always have the right answer ready for the inspector in charge, or clerks, or field inspectors, or the public. It rests largely with the chief clerk to maintain the proper cooperation between the office and field forces. When the chief clerk's salary was first fixed at \$1,600 it was in a class with the best paid inspectors and above all but a few of the highest paid supervisory officers in some of the largest post offices. Now, at \$1,980 he is on a level with any superintendent of a suburban post office station who may not be required to do or to know any more than the average good fourth-class postmaster. When the \$1,400 grade was created it represented a position as high or higher than many of the supervisory positions in post offices, attained only after many years of service, demonstrating special ability and qualification which would ultimately lead to the chief clerk's place. The later additions of \$200 and \$160 to that grade have by no means kept it in the same relatively high class. As the business of a post office increases its employees specialize on fewer lines of work; but the growth of the service continually adds to the variety of subjects on which the older clerks at division headquarters must have expert knowledge.

A trained stenographer must be employed at our present entrance salary. Clerks familiar with the Postal Service, who can compose good letters, soon learn to do their own typewriting satisfactorily; but each division headquarters must have one or more stenographers to take dictation. We now get them fresh from school and develop them. There are good stenographers in post offices, experienced in our vocabulary and familiar with postal subjects, from among whom we could, with proper salaries, select the few who most fully meet our requirements.

As evidence that the Postmaster General believes that employees should receive a wage equal to that paid by the leading commercial institutions, the following statement is quoted from his annual report, page 9, for the year ended June 30, 1916:

"It has been the earnest effort of the department to fix the standard rates of the pay for the different classes of work at from 15 to 30 per cent above the average rates paid for similar services by the leading commercial institutions of the country. The same rule has been followed throughout the Postal Service in fixing salaries that are not fixed by law. Wherever an employee or a group of employees is found to be receiving salaries below the standard the department will make an effort to secure appropriate increases."

In order that this branch of the service may be placed upon an efficient basis that can be maintained by recruits having previous experience in other branches of the service, we are herewith submitting for your consideration the following proposed schedule, which embodies our ideas as to what salaries are essential in order to establish and maintain a proper degree of efficiency in the ranks of the clerks at the division headquarters of the inspection service.

In lieu of the present 6 grades from \$1,035 to \$1,980 there should be provided the following grades: \$1,800, \$2,000, \$2,200, \$2,400, \$2,600, \$2,800, with automatic annual promotions for satisfactory service; and also a grade at \$3,000 for one chief clerk at each division headquarters. All clerks now employed at division headquarters to be reclassified on the above basis and be given credit for length and character of service on the reclassification of salaries.

A clerk of any grade in a post office or the Railway Mail Service to be eligible for transfer to division headquarters at the salary he is then receiving, but not less than the entrance salary and not greater than the highest at which promotions are made automatically at division headquarters.

The above brief is respectfully submitted to your honorable body in behalf of the clerks at division headquarters of the post office-inspection service.

J. L. PEMBERTON,
Atlanta Division

W. R. KEYS,
Chattanooga Division

T. W. REUTER,
Chicago Division

MORGAN GRISWOLD,
Cincinnati Division

W. J. MARLES,
St. Paul Division

STATEMENT OF MR. JOE P. JOHNSTON, INSPECTOR IN CHARGE, KANSAS CITY, MO., REPRESENTING THE INSPECTORS IN CHARGE.

Mr. JOHNSTON. Gentlemen of the commission, while Mr. Cochran, Mr. Leonard, and myself were designated by the post-office inspectors in charge to present their case for the consideration of your commission, I know you will pardon me if I devote some attention to the case of the inspectors and clerks at division headquarters, already presented by their chosen representatives.

There are but 15 in the grade I represent, but we are charged with the supervision of the work of the inspectors, while the clerks at division headquarters constitute our office force. There are 407 inspectors and 100 clerks authorized. The entire force numbers but 522, including the clerks, but they constitute the best organized and most efficient corps of investigators in the country.

Representatives of the various classes of employees have no doubt impressed you with the importance of their part in handling the great work of the Postal Service, and each in its way is as important as claimed.

The rural carrier has numerous duties to perform and must be familiar with the regulations concerning the delivery of mail, the registering of letters, the taking of applications for money orders, and the sale of stamp supplies. The inspector must not only know all this, but he must be able to determine when the establishment of a route is warranted, to lay it out, fix the schedule, and prepare the map and description of the route. He is also called on to measure routes where the length is in dispute, inspect the service, ascertain whether it is properly performed, and give necessary instructions to the carrier and the postmaster.

The letter carrier must know his district thoroughly, understand the regulations concerning the delivery of mail, the handling of registered, insured, and collect on delivery matter, the collection of mail, and the handling of changes of address and forwarding orders. The inspector is called on to determine when conditions are such at an office that City Delivery Service may be installed, the number of carriers necessary, and the number of deliveries to be made; he lays out the routes, locates the collection boxes, and fixes the schedules. He is also called on to investigate the service when extensions are de-

sired or when the postmaster thinks additional carriers are necessary, or the service needs readjusting.

To the post-office clerk are assigned specific duties. In the smaller office he may learn all the details of the service, but in the larger office he learns the work of a single assignment or a single division. The inspector must know the details of all the assignments and all the divisions and be prepared to give instructions to all clerks. He also makes the investigation when an increase in force is requested.

The various supervisory officers may become specially expert in the details of their assignments, but the inspector must know sufficient of all the assignments to check up the service and advise as to modifications and improvements.

Postmasters come usually from the outside, and the inspector is their mainstay in all their trials and tribulations as they endeavor to learn the service.

From the investigation of the establishment of a new post office to the detailed reorganization of the largest offices to secure efficient operation, the inspector is the one detailed to make the investigation and report for the guidance of the department.

In all the ramifications of the service, whether in the various bureaus of the department, in the Railway Mail Service, the various contract services involving the transportation of mail, or the furnishing of supplies in the post office and station, and the collection and delivery of mail, the leasing of buildings, the auditing of accounts—the inspector is called on to investigate and advise before action is taken.

The enforcement of the criminal statutes also occupies the attention of inspectors, and they are specially charged with the investigation of depredations on the mails. Train robbers, post-office burglars, money-order forgers, the scheme-to-defraud artist, the lottery man, the senders of obscene literature, the pouch thief, and the embezzler test their ingenuity in their efforts to apprehend and successfully prosecute them.

During the last fiscal year the inspectors caused 3,098 arrests, including 146 postmasters, 26 assistant postmasters, 221 clerks in post offices, 56 railway postal clerks, 90 city letter carriers, 44 rural carriers, 7 mail carriers, 96 other postal employees, 444 post-office burglars, and 1,968 others who were not employees. Of this number, 1,554 were convicted, while but 83 of those tried were acquitted; 159 were discharged by grand juries, and 157 on preliminary examinations. In 103 cases proceedings were dismissed, 16 died awaiting trial, 3 forfeited bail, 4 escaped custody, and 1,019 cases were pending June 30.

In all branches of the service except inspectors and clerks at division headquarters automatic promotion has been provided for a number of years. There has been but one instance in the last eight years when the appropriations were so framed that any considerable number of promotions might be given inspectors and our clerks, and that was in 1914. During the remainder of the period promotions have been possible only as vacancies have occurred in higher places due to death, resignation, transfer, or removal. I want to urge on the commission a recommendation for automatic promotions for inspectors and clerks, such promotions to be made annually at

the beginning of the quarter following the expiration of a year's satisfactory service in the next lower grade.

The real hard-luck story of the Postal Service is that of the clerks at division headquarters. For the last five years there has been no increase either in number or salaries. There has been no opportunity since July 1, 1914, for an increase in salaries except as vacancies occurred. The entrance salary is still at \$900, and when increases of \$200 per annum were provided for all other clerks and supervisory employees in the Postal Service whose salaries were not in excess of \$2,200, it was so framed that these clerks did not reap the full benefit of it, as they came in only under the percentage provision; this resulted in the receipt of an increase of less than \$200 by all except the 20 clerks at \$1,400, who profited to the extent of \$10 per annum.

I mean no criticism of the Congress in this matter, as it is a fact that Congress has given them just what was recommended in the department's estimates. But the situation calls for the relief suggested.

As showing the character of men graduated from this service, let me advise you that the present First Assistant Postmaster General was an inspector, and, I am confident, would frankly state that his mastery of details of the service is due to the investigations made and knowledge acquired while serving in that capacity. Two of the assistant superintendents in the division of post-office service in his bureau are former inspectors. The same is true of the director of postal savings and the superintendent of the Division of Registered Mails, in the third assistant's bureau. Both of the assistant superintendents of the Railway Mail Service traveling from the second assistant's office, and four of the 15 division superintendents of the Railway Mail Service, are former inspectors, as is one of the attorneys in the office of the solicitor.

Let me illustrate one of the effects of the small-salary scale for inspectors under present conditions. The acting postmaster at Boston left the inspectors' service at the instance of our lamented friend Murray to be assistant postmaster there. The cashier at Bridgeport, the superintendent of mails at New York, the auditor of the New York post office, the assistant postmaster at Lewisburg, Pa., the postmaster at Honesdale, Pa., the superintendent of mails at Pittsburgh, the assistant postmaster at Columbus, Ohio, the cashier at Louisville, the superintendent of mails at Memphis, the assistant postmaster at Houston, the superintendent of mails at Indianapolis, the assistant postmaster at St. Louis, the assistant postmaster at Milwaukee, the postmaster at Ardmore, Okla., the assistant postmaster at Greeley, Colo., the superintendent of mails at Seattle, and the assistant postmaster at Tacoma, Wash., and Portland, Oreg. were all inspectors. There is no question that each of these offices gained immensely by their selection, but it was at our expense. Our service should not be a training ground for supervisory officials, but we should recruit the best material in post offices and in the Railway Mail Service for inspectors, and our salary should be sufficient to offer an inducement. But it is not to post offices alone we are losing our trained inspectors. When Mr. Roper set about organizing his special agents under the income-tax law, having learned the value of the work of our force, he sought many recruits from among them

and now has eight former inspectors and would have had more had not the Postmaster General interposed an objection. He has positions paying from \$2,750 to \$3,600 to offer. When the force of special agents of the State Department was organized in 1917, the chief of that service recruited it from men trained as inspectors.

The Military Intelligence Service of the Army had given six inspectors commissions and others were sought, but the exodus was halted by refusal of approval of transfers. It became necessary in order to retain a working force of inspectors during the war for the Postmaster General to instruct inspectors in charge to file applications for exemption for all men of draft age. The Goodyear Tire Co. has made a heavy draft on our service and is paying former inspectors from \$3,600 to \$10,000 per annum. The Firestone Tire Co., the Duponts, the Youngstown Steel Co., and the Chase National Bank, of New York, have followed suit. The State of Pennsylvania has taken an inspector in charge and two inspectors, who are now drawing largely increased salaries. We have supplied Haiti and Santo Domingo with inspectors to be directors general of posts, at salaries more than three times that of the highest salaried class in our force.

Now as to inspectors in charge. We form the balance wheel of the Postal Service, and vacancies in our number are filled from the force by promotion of inspectors who have qualified as postal experts. The average age of the inspector in charge is 50 and the average time they have devoted to the Postal Service is 25 years. The raw material is turned over to us as new inspectors are appointed and it is up to us to develop the talents and train the inspector. He is first sent out with an experienced inspector to learn the details of inspecting a post office, how to travel, and other requirements of the position. But it is the guidance and admonitions of the inspector in charge that makes an efficient inspector out of the novice. A recruit may possess latent capabilities that would not be developed without the fostering care and sympathetic direction of his superior. The inspector in charge makes careful review of his work, calls attention to his errors of omission and commission, and instructs him as to the best methods of handling the investigation of the various classes of cases. It requires patience and tact, a broad knowledge of human nature, and a thorough knowledge of the Postal Service in all its ramifications.

All cases for investigation are sent from the department direct to the inspector in charge, who assigns them for investigation and to whom the reports are directed when the investigation is completed. All inspectors' reports are reviewed by the inspector in charge. If the report shows the matter has been thoroughly investigated, the facts all clearly presented, and the recommendation made is fully warranted, the report is approved and forwarded to the chief inspector for reference to the proper bureau of the department. If, however, the inspector has not developed all the facts, or they are not properly presented, or the recommendation is not a proper one, the report is returned with detailed instructions, or at times referred to another inspector for handling. Every case goes over the desk of the inspector in charge at least twice and he is held responsible for its proper handling. During the last fiscal year 450,215 cases of

various classes were referred to them for investigation, and 451,012 were investigated and closed. In addition to the work on cases relating to losses and other irregularities in the ordinary mail, 87,549 regular cases were reported, and there were 22,484 special reports sent to the department, a total of 110,033, each of which required the review and approval of the inspectors in charge. This is an average of 7,335 for each division and an average of 24 per day for each inspector in charge.

During the last fiscal year collections made and disbursed in the field amounted to \$4,963,341.06, while \$181,578.96 was forwarded for disbursement through the office of the chief inspector, a total of \$5,144,920.02.

Postmasters of all classes, employees in all grades, and the public appeal to inspectors in charge for information and rulings on the application of the postal laws and regulations.

As a rule it is the office study of cases covering losses in the mail, which develop the points at which depredations are occurring, and the inspector in charge makes the detail of inspectors to apprehend the thief and directs the operations.

Originally, all investigating officers of the Post Office Department were called special agents, and all the field work was sent them for attention, the transportation of the mails as well as matters affecting the post offices. In 1869, when the distribution of the mails on trains began to develop, some of the special agents were designated as assistant superintendents of the Railway Mail Service and given special duties in connection with the handling of mails in transit. Others were assigned to post-office inspection and others to mail depredations. As the Railway Mail Service grew the work was permanently separated and later superintendents of the Railway Mail Service were appointed, usually from the ranks without having had the experience as special agents, while the growth of the inspection service caused the appointment of inspectors in charge of divisions, and to-day there are an equal number of divisions and of inspectors in charge and superintendents of the Railway Mail Service. For a time the work of traveling representatives of the department was divided and we had, in addition to post-office inspectors, assistant superintendents of the Salary and Allowance Division, of the City Delivery Division, and special agents of the rural delivery, working under the First Assistant Postmaster General; assistant superintendents of the Railway Mail Service, working under the Second Assistant Postmaster General; and assistant superintendents of registered mails and of classification of mails, working under the direction of the Third Assistant Postmaster General.

Commencing with the transfer of the special agents of the rural delivery to the inspectors' force in 1906, and ending with the eventual consolidation of all the others with the inspectors' force, completed in 1910, we have the situation to-day where all the traveling representatives, except two assistant superintendents of the Railway Mail Service, are rated as inspectors and work under the supervision of the inspectors in charge.

We feel that this is the most important supervisory service in the post-office establishment and that it should be so recognized in adjusting salaries. If salaries of supervisory officials, including assistant

postmasters, were to be left as they are at present, the salary of inspectors in charge should be fixed on a par with the highest salary paid a supervisory official, except postmaster, which is \$4,000. To the extent that the salaries of other supervisory officers may be increased, the salary of inspectors in charge should be increased also; and both inspectors in charge and superintendents of the Railway Mail Service should receive like salaries, which should equal the highest salary paid to any supervisory officer under any postmaster.

Mr. STEENERSON. Don't you ordinarily classify an inspector as holding a supervisory position?

Mr. JOHNSTON. Surely, Mr. Steenerson; surely.

Mr. STEENERSON. I thought you distinguished between the two.

Mr. JOHNSTON. He is a supervisory official, with supervision over everyone in the service.

Mr. STEENERSON. I thought, from what you said there about salaries, that you distinguished inspectors from supervisory officials.

Mr. JOHNSTON. I didn't make myself clear to you then. I was speaking in the last paragraph, when discussing salaries, of the salaries of inspectors in charge.

Mr. STEENERSON. Well, if you use the term "supervisory official," for instance, in increasing the salaries, that would also include the inspectors.

Mr. JOHNSTON. That would include the inspectors and also the inspectors in charge.

Mr. STEENERSON. It would include the others, too.

Mr. JOHNSTON. All the supervisory officers in the post office and in the Railway Mail Service.

Mr. STEENERSON. So that that is a general term?

Mr. JOHNSTON. Supervisory officer is a general term, and is applied to everyone that gets above——

Mr. STEENERSON (interposing). That has some one under him to supervise.

Mr. JOHNSTON. That has direction over others.

Mr. MOON. Mr. Johnston, what position do you hold now?

Mr. JOHNSTON. Inspector in charge of the Kansas City division.

Mr. MOON. You have been chief inspector?

Mr. JOHNSTON. I was chief inspector for a year and nine months.

Mr. MOON. Now, under the laws, as I understand it, the inspector may select his own legal residence?

Mr. JOHNSTON. Yes; that is a question of fact.

Mr. MOON. He can select his own legal residence, but the department fixes his official domicile?

Mr. JOHNSTON. Yes, sir.

Mr. MOON. Now, from your experience in this service, would it be a wise provision or not to permit an inspector to select his own official domicile?

Mr. JOHNSTON. I don't think it would be wise to permit an inspector to select his own official domicile, but you could retain the same regulations and have the inspector in charge designate his official domicile, and at the same time pay his expenses while he was there.

Mr. MOON. Of course, you could pay his expenses by changing the law, either at his residence or at his official domicile, but I am speaking of the right to fix the official domicile.

Mr. JOHNSTON. The inspector in charge does that to-day.

Mr. MOON. And that ought not be changed?

Mr. JOHNSTON. No, sir.

Mr. MOON. Is not one of the reasons why the department selects the larger places because the greater amount of work is done at those places?

Mr. JOHNSTON. The department doesn't always select the largest.

Mr. MOON. I mean the most central or best place for the work.

Mr. JOHNSTON. Under the present practice they select the place at which and from which most of the work is to be handled and can be handled most conveniently. I wouldn't care to go too far in discussing that with you, Judge, because the policy has been changed a little bit.

Mr. MOON. I mean that this has not been made for the purpose of preventing an inspector from getting his per diem?

Mr. JOHNSTON. I would rather not answer that question.

Mr. MOON. I will ask another one. Suppose an inspector had the right to select his own official domicile. He could select a place where there is no work at all, and he would be getting per diem every day in the year.

Mr. JOHNSTON. Shouldn't he have it, if he was working away from his home every day in the year?

Mr. MOON. That is the real reason why. You separate the legal residence from the official residence, and if you are going to pay a man a per diem and take him away from his home to an official residence, it looks to me as if there should be some further compensation given to him, because he is away from his legal residence and is getting no pay at his official residence, and that brings up whether it would not be better to let him take his legal residence, as he has a right to now, wherever he wants and have the department give him an official residence and do away with the per diem business altogether, providing he got a sufficient salary to cover the expense.

Mr. JOHNSTON. Provision would have to be made to cover traveling expenses in some way.

The CHAIRMAN. In selecting the official domicile, don't they usually have consideration for the railway facilities?

Mr. JOHNSTON. Yes, sir. The endeavor at the present time is to place an inspector's domicile at a certain point in his territory where he has ample railway facilities and at a point at and from which most of the work must be handled.

The CHAIRMAN. And with reference to the mail facilities.

Mr. JOHNSTON. Yes, sir. I would be glad to answer any questions for you gentlemen, because it is a subject we are all very deeply interested in. I received a letter from Mr. Robert H. Barclay, the inspector in charge at Spokane, formerly in charge at Cincinnati, written in response to a suggestion that he give me any pointers that occurred to him that should be called to the attention of your commission. It is meaty and very entertaining; there are a little over five pages of it, and if the commission has time, I will read it. If not, I will ask permission to put it in the record. He says [reading]:

In response to your recent request for suggestion of points for discussion with the Joint Commission on Postal Salaries meeting on October 23 and 24 for hearing of inspectors and inspectors in charge, I can probably offer nothing.

better than my own personal experience covering more than 33 years continuously in the Postal Service, beginning as clerk in the Railway Mail Service and progressing through the various grades to and including the position of division superintendent, afterward transferring into the inspection service and progressing to the position of inspector in charge of division. My several grades in salary have been: \$800, \$900, \$1,000, \$1,200, \$1,400, \$1,600, \$1,800, \$1,900, \$2,100, \$2,500, \$3,000.

As I have for at least 30 years held one or another of the important supervisory positions, in which respect I have had better luck than the average employee, and as my average salary has been but \$1,800 per annum, my case should serve at least to show the necessity for extending financial assistance to the inspector force as a body, for if I have not prospered others less fortunate have been in worse position.

My domicile and actual residence have been changed 13 times by official order, as follows: Minneapolis to St. Paul, Minn.; St. Paul to Helena, Mont.; Helena to St. Paul, Minn.; St. Paul to Salt Lake, Utah; Salt Lake to Portland, Oreg.; Portland to Helena, Mont.; Helena to St. Paul, Minn.; St. Paul to Helena, Mont.; Helena to Spokane, Wash.; Spokane to Seattle, Wash.; Seattle to Tacoma, Wash.; Tacoma to Cincinnati, Ohio; Cincinnati to Spokane, Wash.

Nine of the foregoing movements were "major operations" entailing family travel and freight haulage at no less cost than \$200 per move. Four movements were "light"—railroad fare, excess baggage, and residence in hotels because of furniture not being moved, but the net cost may be stated as \$100 per move. On many occasions I have been detailed at one place or another, without change of domicile, for periods of from one to six months. In some of these instances, as at Portland, Oreg., San Francisco, Calif., etc., it has been found necessary to temporarily close my home residence and carry my family with me. In all these cases the then allowance of \$3 per diem for "necessary" expenses fell short of actual subsistence for myself. My cashbook shows, for example, a loss of \$160, excess of necessary expenditure over allowances during a temporary detail of about five months at Washington in 1914. Conservatively estimating these unrecorded losses at the very low figure of \$50 per year (\$1,650) and adding the \$2,200 expended for family movements when officially transferred gives the grand total of \$5,350 personal loss involved in following out official changes, temporary or otherwise.

And I wish to say that I have no complaint or criticism to offer or regrets to express. I have always cheerfully obeyed instructions and appreciated the implied compliment of being considered useful and capable. I have always opposed criticism of changes in official assignments, considering them to be in the interest of the service and necessary to flexibility of management. I am mentioning my experiences merely to show where a part of the inspectors' money goes.

By reason of uncertainty of residence, as above illustrated, it is unsafe for an inspector to invest his money in a home, in real estate, or in any "local" ventures. When still a rather young person I fell heir to a legacy of \$2,000 and put it into the real-estate game, running my "paper" profits up to several thousand dollars. My system was right and profitable and had I been able to continue to watch the market I would without doubt have cleaned up some respectable gains; but I was suddenly transferred to a distant point and there remained about five years, during which time the neglect of my agents and other iniquities which are practiced upon the "nonresident" owner licked up not only all my prospective profits but my original \$2,000 as well.

Had I been able during the past 30, 20, or 10 years to live in my own house instead of renting expensive apartments I would have saved some money by that process. Even my furniture has been a poor investment, as its cost has been about doubled by freight charges.

The average man with a sense of business and a desire to get ahead may legitimately make use of friendships to get into profitable investments, necessarily obligating himself to reciprocal courtesies. The inspector must steer very wide of obligations.

The fewer friends and affiliations he is known to have the less liable is he to suspicion of favoritism and prejudice. I could pick up many desirable small investments by obligating myself for advice and assistance. As it is, I consider it more prudent to invest my small savings in low-earning securities, with no thanks to anyone.

Every inspector, I believe, is in love with his work. I would not exchange places with any money grubber. I enjoy the pleasure of serving my fellow man. It requires a peculiar turn of mind to be a good public servant. All good inspectors have this attribute. What I am trying to show is that the inspector does not have the chance in life to do well by himself that the average citizen of the same earning capacity enjoys, and I sincerely believe that the Government should extend special recognition to this small selective body of faithful servitors.

That favorite topic, "high cost of living," probably does not require further discussion on my part; however, a statement of actual experience merits serious consideration. Some months ago I moved to the city where I now have my home and official domicile. I have very carefully canvassed the rental question. Building operations have been practically suspended for five years and revival is prevented by prevailing high cost of material and labor. For every desirable small house and apartment there is a waiting list of applicants willing to pay increased and increasing rent charges. I left a renting agency one morning to look at a rather undesirable \$48 apartment and on returning at noon was informed that in my absence it had been leased to another person for \$55. I was told of a tenant intending to vacate a \$50 apartment, but making a "bee line" for the agent was told that the tenant had decided to remain and pay \$75. I offered an advance deposit for the privilege of being first on the waiting list for a \$75 apartment and was afterward told that the rent was to be advanced to \$90. All houses are rented "subject to sale." As soon as a tenant is comfortably settled at considerable expense the agent secures a sales option on the property and informs Mr. Tenant that he can buy it at a set advance—or get out! People are actually inserting advertisements in the papers offering "reward" for information leading to discovery of vacant houses and apartments. I suppose that this condition prevails everywhere. People in this section of the country can not "commute" to outside districts as is done in the East, there being no adequate train service.

I find myself compelled to sign a lease for a year on an unfurnished (heated) apartment at \$75 per month, and I estimate my prospective expenses as follows:

Rent	\$75
Light and cooking, electricity	8
Telephone	3
Groceries, meat, vegetables, eggs, butter, milk, fruit, ice	21
Clothing, personal items, church, car fare, lunches, charities, books, newspapers, toilet articles, barber, shoe shine, etc., for wife and self, \$1 per day each	60
Life and accident insurance (actual)	40
Doctor, dentist, oculist, medicine	5
Laundry (in or out)	8
Per month	250
Salary, 262.50.	

You will find in the above no provision for automobile, pleasure trips, servants, serious illness, entertainment, holidays, gifts, vacations, guests, or unforeseen demands. Any shading of the foregoing estimate must be at the expense of ordinary comfort and pleasure of mere existence. As a matter of fact, I am told by informed people of my station in life that I shall not "get by" for the entire year at less than an average of \$300 per month. This will necessitate dipping into my small private income. Admitting, for the sake of argument, that the foregoing estimate may include an element of liberality or extravagance, where does the inspector "get off" who receives \$141.66 to \$210 per month? While I am citing here my own experiences as proof of my statements, it is for the poorer paid inspectors that I am trying to make my argument.

The "questionnaires" lately prepared for the information of the commission disclose the fact that inspectors are working for a bare subsistence; that they are able to lay practically nothing aside for the demands of sickness, misfortune, and old age; that those who have acquired some substance from private sources are now using it to maintain existence and their official positions, gambling on the theory that in justice they must be given recognition. If there was a little profit in the inspector's salary in the old days, that time is certainly past and not likely to return.

By systematic saving without parsimony, by constantly "turning over" my small profits from investments, and by singular and exceptional immunity from

sickness and "trouble" I have accumulated a small reserve of capital, but not for one moment can I indulge the hope or expectation of rest and comfort in old age without labor. I am counted a "good man" for the service and have given my life to it with much enjoyment, but when my physical and mental joints begin to creak I must become a suppliant for an old man's job. Here again I mention my own case, not to inspire personal consideration, but as exemplification of the status of that class of inspectors who have played to better than ordinary good luck and argument for amelioration of the conditions of those who have been equally faithful but not so fortunate.

Post-office inspectors, a small picked body of 422 men bearing enormous trust and responsibility, must necessarily be of exceptionally good judgment, ability, dependability, energy, and honesty. If we know of one here and there not so endowed he is the exception, proving the rule that we can not always get the material we want at the price we are able to pay. As a class they are unbiassed and trained investigators of a higher order of and more diversified ability than is to be found in bulk in any other organization, and they perform a greater public service of intimate character than does any other organization. Without fear or favor they punish criminals who are notoriously contemptuous of the laws of States. Post-office inspectors are the personal representatives of the Postmaster General, his assistants, and the chief inspector. They must ever uphold the dignity of their high calling. They must be well-behaved, well-dressed, and well-educated gentlemen. From early-day beginning as hard-riding overseers of the Postal Service they have perforce become lawyers, diplomats, students, business men, expert accountants, criminal specialists, and instructors of thousands of subordinates. They must have the presence and ability to inspire full confidence and direct the official conduct of men much better paid. If here and there one fails it is because our appropriation does not permit us to recruit the best talent.

Our basic entrance salary for a post-office inspector is \$1,500, with war-conditions bonus of \$200. The highest salary (excepting 15 inspectors in charge) is \$2,400, with 5 per cent bonus. I have before me information concerning Canadian inspectors to the effect that their minimum pay is \$2,500, with automatic \$100 annual increase up to \$3,500. Assistant inspectors, a designation not used by us, receive minimum salaries of \$1,800, with automatic \$100 annual increases to \$2,500. We have no automatic advancement; death, resignation, or removal make the only opportunity for advancement from lower grades.

It is reported that the Canadian Government has employed efficiency experts to reclassify salaries of civil servants, and it is generally understood that Parliament is expected to legislate salaries of post-office inspectors as follows: Inspectors, minimum \$3,120, with automatic annual \$180 increases up to \$4,200; assistant inspectors, minimum \$2,000, increasing automatically to \$3,300. The Canadian Government has both the retirement and superannuation features, optional with the employee, either providing liberally for old age.

I have cited my personal experiences, as being of more interest and information than mere theorizing. Only a part of this experience has been as post-office inspector, but as all inspectors begin their experience in other branches of the service it is proper to average their expenses and earnings for their entire period of service. It is, in fact, something of a surprise to realize that my average salary has been but \$1,800, but that being so in my case it is probably more than has been averaged by the run of inspectors, and they who have in the past found that rate of pay adequate for their needs have certainly not so found it during the past four or five years, to say nothing of attempt at saving.

Aside from the reasonable belief that every faithful Government servant should be allowed a margin of profit in his remuneration, it is my sincere conviction that to post-office inspectors particularly should be extended substantial financial recognition of their exceptional worth and the unusual conditions attending the peculiar character of their employment, as, for example, appears to be the intention of the Canadian Government.

We appreciate, gentlemen, the fact that your commission has a knotty problem to handle. In fact, we feel, from our study of the situation, and we work every day along the lines that your commission must work, that you must start at the ground and build up, and that all salaries of supervisory officials will depend upon the

entrance salaries for the clerk and carrier and the railway postal clerk and the limit to which he is promoted. We are satisfied that Congress, in appointing this commission, was responding to a recognized condition in the service, and we are content to leave our case in the hands of you gentlemen, being satisfied that we will be dealt with fairly.

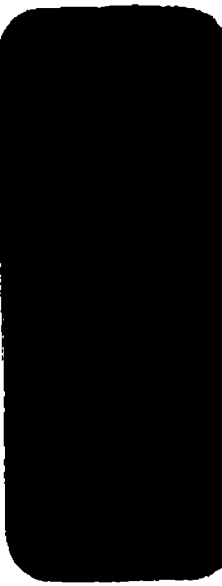
The CHAIRMAN. I believe that is all that is on the program. This commission is composed of laboring men, you know. We have to meet another call. We are very much obliged to you, gentlemen.

(Whereupon, at 12.30 o'clock p. m., the commission adjourned.)

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